

Regeneration in the
Kings:

Directions and Emerging Trends



Urban Development Services
City Planning Division

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Executive Summary

This report highlights a number of important findings about the changing character of the King-Parliament and King-Spadina districts. Some of the indicators of change and success include the following:

- There has been a substantial amount of development activity in both areas since 1996. Eighty-six development projects are either built, under construction or being planned and a conservative estimate of the value of building permits issued exceeds \$396 million, excluding the value of as-of-right development which has not needed planning approvals to proceed.
- Total taxable assessment has grown by just over 28% in the “Kings” between 1998 and 2002.
- Residential development has been a focus of activity with 7,040 housing units built or in the pipeline.
- Over 321,000 square metres of commercial space has been created or is being planned, often within former industrial buildings.
- Conversion and retention of heritage buildings have occurred: 16 development projects include the conservation of heritage buildings.
- Most projects have respected the height limit regulations. Of the 86 development applications, 19 have exceeded the height limit, mostly in King-Spadina. Most zoning variances have been minor in nature and have proceeded through the Committee of Adjustment.
- Area residents tend to be younger adults, without children, who for the most part work downtown.
- Employment activity in both areas has increased by 18% since 1996 outpacing the city-wide growth rate of 11%. Many of the jobs generated are professional jobs in media, business services and computer services.
- Transit usage by residents is high, but a substantial number of residents would like to see an increase in public spending to improve transit service.

- The pedestrian environment is particularly important as 60% of work trips are to downtown locations and 39% of residents walk to work.
- 38% of residents do not own a car.

Overall, the planning policies developed for King-Parliament and King-Spadina in 1996 have, along with favourable economic conditions, stimulated substantial reinvestment in both of these districts, thus helping to transform and revitalize them. Investment interest is continuing in a relatively strong economy.

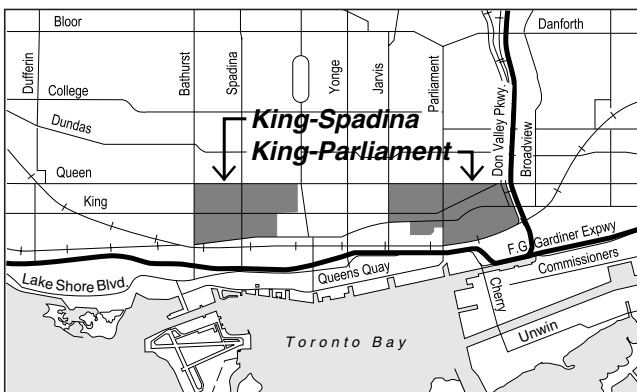
Success has not come without challenges, however. Improvements are needed to the parks and open spaces throughout the “Kings” and community service needs require further assessment along with a framework for implementation. High quality new development, including high architectural standards, needs to be encouraged. A Precinct Plan for the West Don Lands needs to be finalized, including flood protection measures and open spaces, once the Central Waterfront Secondary Plan has been approved. Ongoing investment of funds to implement the Community Improvement Plans is a priority in the “Kings” areas to improve the quality of public spaces. Significant heritage projects such as the revitalization of Gooderham & Worts, the appropriate commemoration of the First Parliament Buildings of Upper Canada, and the revitalization of Victoria Memorial Square need to be advanced.

Background

Location

King-Spadina and King-Parliament, commonly referred to as the “Kings”, are located immediately to the west and east of Toronto’s downtown core (Figure 1). Historically these areas developed as traditional manufacturing districts during the 19th century and, beginning in the 1970s, entered a long period of gradual decline as manufacturing activity migrated to suburban opportunities. By the 1990s it was recognized that such single-use industrial districts could not compete as locations for manufacturing. There was, however, an emerging interest in opening up land use restrictions, particularly for live-work purposes.

Figure 1: The “Kings” Location Map



Objectives of a New Approach to Planning

In April 1996, former Toronto Council approved new Part II Official Plans and Zoning Bylaw amendments to encourage reinvestment and regeneration in King-Spadina and King-Parliament. The traditional approach of segregating land uses and regulating the size of development with density and parking regulations was replaced with a more flexible planning approach that included:

- as-of-right development permission within general height limits;
- maximum flexibility in land use policies to permit new buildings and conversions of existing buildings to almost any commercial, light industrial or residential use;
- the removal of density numbers from the Part II Official Plans and Zoning Bylaws;
- new built form regulations focusing on building height, massing and light, view and privacy standards; and
- the relaxation of a number of general bylaw standards regarding parking and loading, with exemptions being given to existing and heritage buildings.

Three broad objectives are at the heart of this new approach:

1. Creation of a positive environment for regeneration and economic growth through:

- facilitating new capital investment in buildings;
- encouraging a diverse mix of uses;
- attracting new business activity and employment growth;
- encouraging remediation and re-use of brownfield sites; and
- facilitating a simplified development approval process.

2. Retention of the special physical and heritage character of the built environment through:

- encouraging the retention and re-use of existing buildings, including heritage buildings;
- implementing a new approach to built form regulation that reinforces the existing physical character of the areas while permitting innovative new development;
- protecting and improving the quality of public spaces; and
- seeking community improvements which reinforce the physical and heritage character of the area; and

3. Assurance of a good quality working and living environment through:

- encouraging a synergy between employment and residential uses;
- monitoring the use of municipal services/amenities and assessing program priorities of residents; and
- developing a strategy to respond to emerging needs for community services and facilities.

Recognizing that improvements to the public realm would be required to make these industrial districts attractive to new business and to create a quality living environment, Community Improvement Plans were also adopted by Council in 1997.

This report documents five years of regeneration activity by tracking key statistical indicators of growth and change and by profiling the resident population. Change to the built form character of these districts and improvements to the public realm are also documented.



PIPELINE DEVELOPMENT UNDER CONSTRUCTION / COMPLETED

Map 1:
King-Spadina Development Projects

Reinvestment

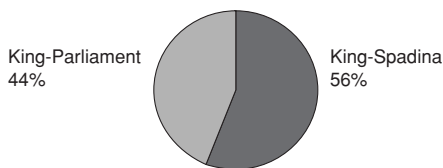
Planning regulations can be structured to create a positive environment for regeneration and economic growth. Based on a number of objective measures, over the past five years the approach taken in the “Kings” has been highly effective in encouraging increased investment, creating housing opportunities for Toronto’s labour force, increasing tax revenue for municipal purposes and creating space for new economic activity. Improvements in the economic climate and strong market interest have clearly helped the “Kings” approach take hold.

Shaping Growth

Between April 1996 and October 2002, 86 residential and mixed-use development projects proceeded through the planning approval process¹ in both King-Spadina and King-Parliament. Once built out, these developments will have added 7,040 new dwelling units to the downtown housing stock. These projects represent construction or refurbishment of a grand total of 917,862 m² of floor space.

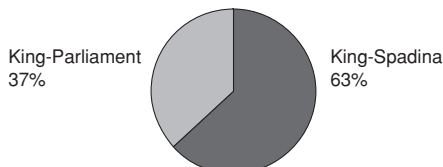
- Of these 86 applications, 48 (56%) have been in King-Spadina while 38 (44%) have been in King-Parliament.

Figure 2: Development Applications 1996-2001



- Of the 7,040 new dwelling units, 4,410 (63%) are in King-Spadina and 2,630 (37%) of the units are in King-Parliament.

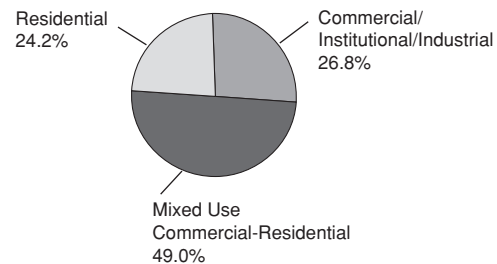
Figure 3: New Dwelling Units 1996-2001



Building permit data attest to the significant levels of new investment which have been made in the “Kings” since the new planning framework was introduced. A conservative estimate of total building permit activity for projects that require planning approvals between April 1996 and October 2001² exceeds \$396.2 million with:

- \$310.4 million (78.3%) going into new building construction and \$84.8 million (21.4%) being spent on building alterations and additions;
- roughly two-thirds (\$265 million) of total building permit activity occurred in King-Spadina, with the remainder (\$131 million) taking place in King-Parliament; and
- investment occurring across a mix of uses: commercial/institutional/industrial (26.8%); mixed use commercial-residential (49.0%); and residential (24.2%).

Figure 4: Building Permit Value 1996-2001

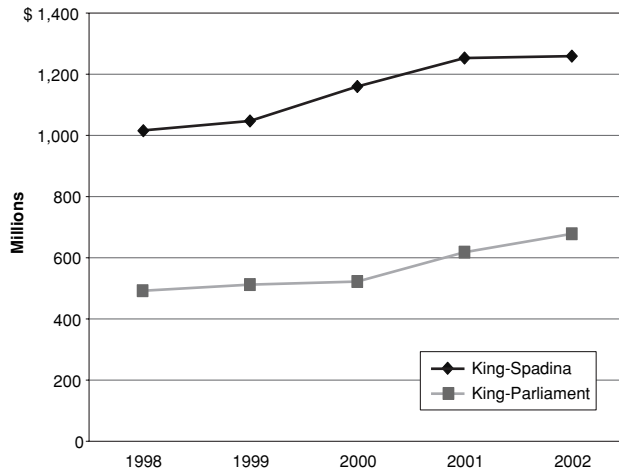


Note: This figure excludes the considerable value of many as-of-right permits, primarily for alterations to accommodate new business activity.

This new development along with the re-use of vacant space in older buildings has been quite beneficial to Toronto’s financial position. Since 1998, total taxable assessment has grown by just over 28% overall, increasing 24% in King-Spadina and 38% in King-Parliament. Figure 5 illustrates the relative change in assessment values in these districts. Non-taxable assessment has been excluded, e.g., George Brown College.

1. These projects required a Rezoning or a Site Plan Agreement.
 2. More current data on building permit value was not available at the time of publishing.

Figure 5: Total Taxable Assessment (1999 CVA)³, 1998–2002



Source: MPAC Current Value Assessment Data

A Dynamic Place for Business

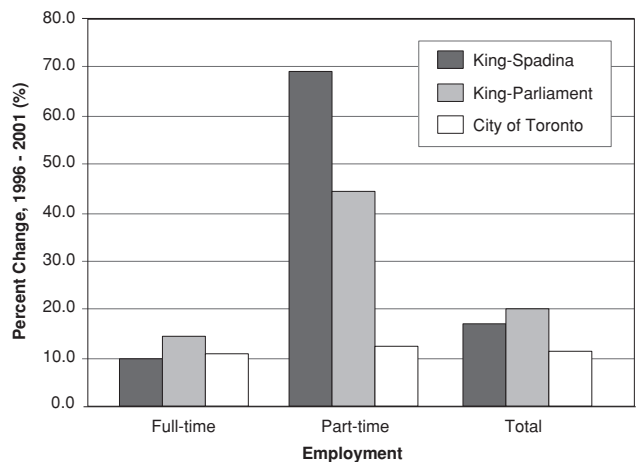
While much of the new construction in both “Kings” districts has been mixed commercial-residential or residential in character, considerable investment has gone into refurbishing buildings for new economic activity. In addition to some established firms growing in place, these two districts have become important locations for new economy firms including media, communications and internet business activity. Annual data from the Toronto Employment Survey allow us to compare the business profile of 2001 with that of 1996. Figure 6 compares the growth rates of full-time and part-time jobs in the “Kings” with the city-wide growth rate.

- The number of full-time jobs in the “Kings” increased from 27,710 in 1996 to 30,773 in 2001: an increase of 3,063 jobs.
- Part-time employment increased by 2,752 jobs, from 4,624 jobs in 1996 to 7,376 jobs in 2001.
- Total employment growth (full-time plus part-time) in the Kings increased by 5,818 jobs over the five years, an 18% increase, outpacing the city-wide growth of 11% during the same period.

- Only the manufacturing/warehousing sector lost jobs over the five-year period (-912).
- Of the 5,818 jobs created in the “Kings” during the past five years, 72.7% were in the office sector.
- The number of firms operating in the “Kings” declined over the five-year period, from 2,847 to 2,597, a decline of 250 firms.
- The largest declines in the number of firms were in office (-129), retail (-91) and manufacturing/warehousing (-78).
- While the number of firms has declined, the average firm size increased. In 1996, the typical firm had 11.4 employees. By 2001, this had increased to 14.7 employees/firm.

Figures 7 and 8 illustrate these broad sector changes for King-Spadina and King-Parliament respectively.

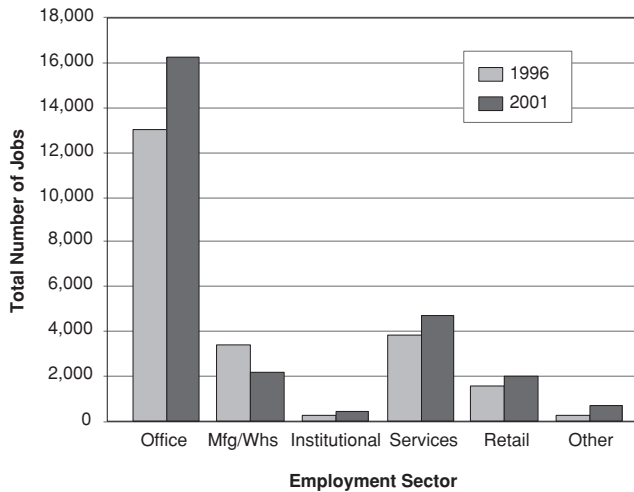
Figure 6: Employment Growth, 1996–2001



Source: Toronto Employment Survey, 1996, 2001

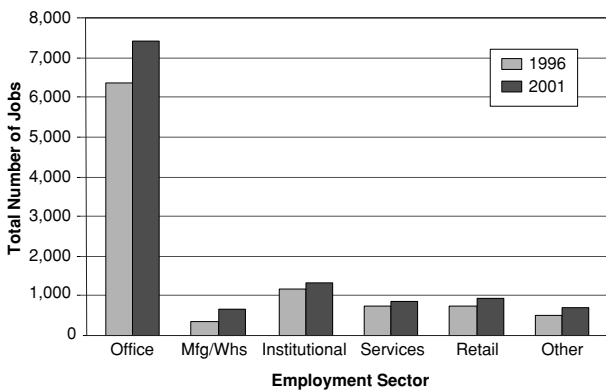
3. Assessment for 1998, 1999 and 2000 was based on a June 1996 valuation. The impact of re-assessment in 2001 to a June 1999 valuation has been netted out by converting the earlier years to 1999 equivalents using City of Toronto average change in value by property class for 1996–1999 as reported in the CFO Overview of 2001 Reassessment Report, February 2001.

Figure 7: Total Employment by Type in King-Spadina, 1996-2001



Source: Toronto Employment Survey, 1996, 2001

Figure 8: Total Employment by Type in King-Parliament, 1996-2001



Source: Toronto Employment Survey, 1996, 2001

Looking at the business profile of these districts in more detail reveals an interesting transition in terms of economic activity (see Figures 9 and 10). The number of firms and employment for the top 15 categories of business activity based on total employment (full-time and part-time) shows that:

- While the garment industry is still a prominent employment generator in King-Spadina, there has been a significant decline in both the number of firms (145 to 79) and in total employment (2,660 to 1,590);

- Activities that have expanded in King-Spadina include Restaurants; Advertising; Publishing; Computer Services; Radio, TV and Film; Technical Services; Indoor Entertainment; and Accountants and Management Consultants; and
- Sectors that display significant employment growth in King-Parliament include Associations and Other Offices; Computer Services; Community Colleges; Warehousing; and Accountants and Management Consultants.

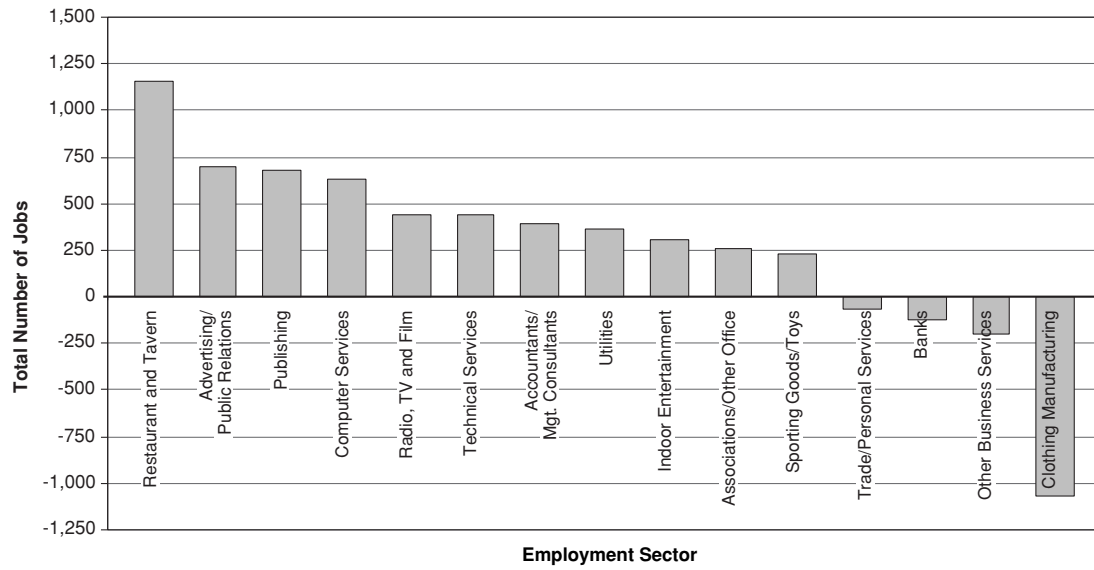
Publishing activity has shown a slight decline, but is still the single largest employment sector in King-Parliament.

While both King-Spadina and King-Parliament have become high quality locations to live and work, it is King-Spadina that has also emerged as a place to play. King-Spadina is home to Toronto's theatre district and the concentration of restaurants and clubs here make this district a 24-hour community and tourist destination. The restaurant/tavern category has added 1,158 new jobs over five years.



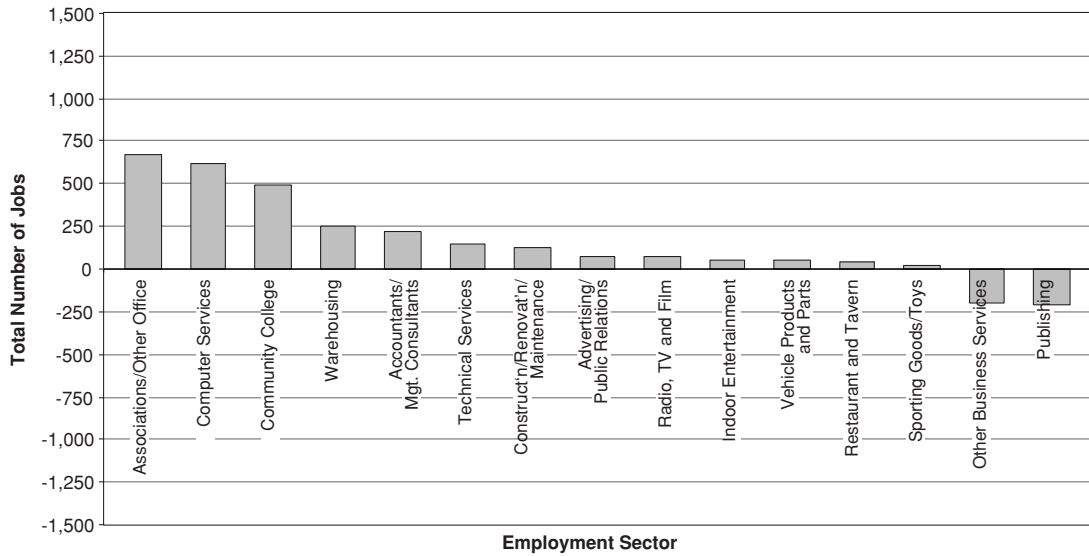
Entertainment district

Figure 9: Net Change in Employment by Sector in King-Spadina, 1996-2001



Source: Toronto Employment Survey, 1996, 2001

Figure 10: Net Change in Employment by Sector in King-Parliament, 1996-2001



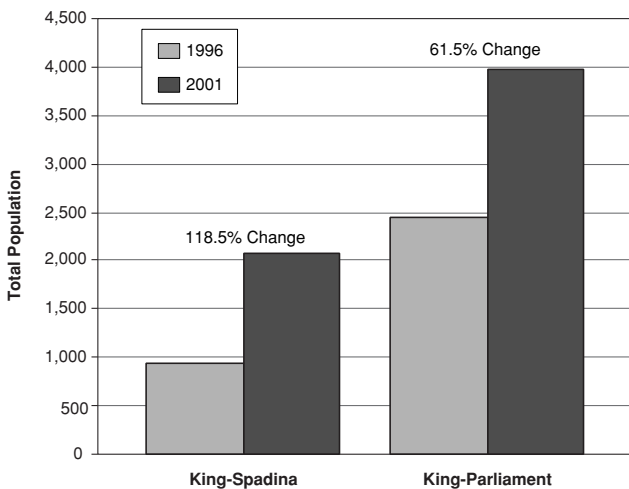
Source: Toronto Employment Survey, 1996, 2001

The Communities

Demographics

The Census of Canada provides a rich source of data to help us understand how the city is changing and how demographic, social and economic change might affect the delivery of municipal services. The regeneration initiative in the “Kings” has not only resulted in a rejuvenated economic base, but two highly desirable residential communities have emerged. Mixing employment and residential activity has created a synergy that benefits the city in many ways.

Figure 11: Population Change, 1996–2001



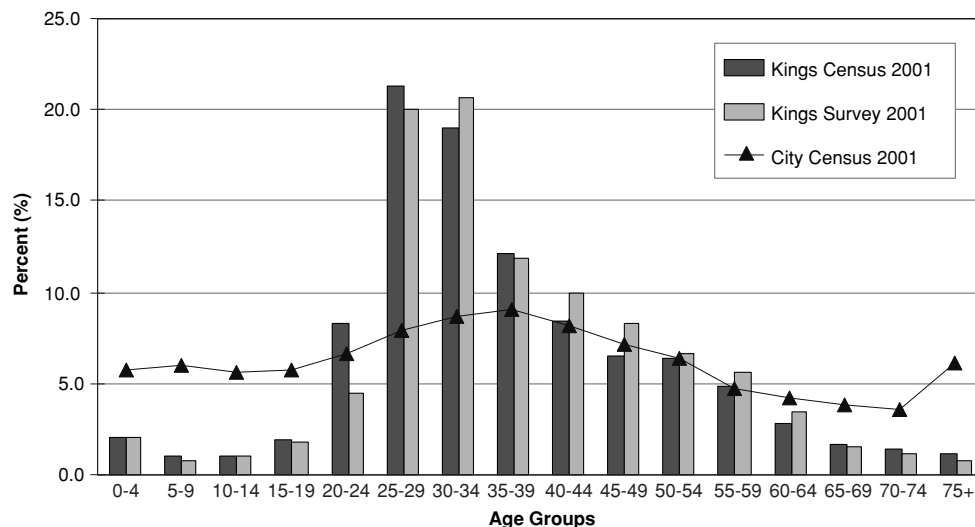
Source: Census of Canada, 1996, 2001

The release of the first 2001 Census data reveals that between 1996 and 2001:

- the population of the “Kings” grew by 77.3 % or 2,630 people;
- 43% of the total population growth (1,136 persons) occurred in King-Spadina with the remaining 57% (1,523 persons) in King-Parliament;
- with a 1996 population of 2,457 and 2001 population of 3,980, King-Parliament experienced a five-year population increase of 61.5%, and
- with a 1996 population of 945 and a 2001 population of 2,081, King-Spadina experienced a five-year population increase of 118.5%.

In the absence of more detailed 2001 Census data regarding characteristics of households a self-administered survey was dropped off to each residential unit in King-Spadina and King-Parliament for return by mail. Completed surveys were returned by 741 households living in both “Kings” districts; a response rate of 20%. The returned surveys provide information on approximately 1,200 people or about 19.8% of the 2001 population of the “Kings”.

Figure 12: Age Distribution of Kings Residents Compared with Toronto Residents, 2001



Source: 2001 “Kings” Residents Survey and Census of Canada, 2001

While the survey results are not statistically representative, they do provide a snapshot of the people living in these two downtown communities. Young urban professionals, many of whom live alone, dominate the population profile.

Age Distribution

Compared with the profile of Toronto's population city-wide there are very few children living in the "Kings". (Figure 12) Young adults between 25 and 34 years of age dominate the age profile in the "Kings" and are more than twice as prevalent in these districts as they are city-wide. There is also a significant and steady decline in successive older age cohorts, particularly the elderly. The survey of residents found:

- children (0-14 years) and youth (15-24) comprise a small share of the total population, representing 3.9%, and 6.3%, of the population respectively;
- young adults have the largest share of the population in the Kings – over half the population (52.5%) are between 25 and 39 years of age;
- a third of the population (33.9%) are people between 40 and 64 years of age; and
- seniors have a relatively small share of the population with 3.5%.

Figure 12 also compares the age profile of respondents to the residents survey conducted as part of this monitoring exercise with the more comprehensive age profile that emerges from the Census results. This shows that the residents survey is a fair representation of the overall population throughout the "Kings". One significant difference appears to be an under-representation of 20- to 24-year-olds among respondents to the survey administered for this study. This is not a surprising observation given lifestyle characteristics and response rates to other surveys for this age group, but it should be kept in mind when examining the household characteristics and responses to attitudinal questions that follow.

The balance of the profile of these communities is drawn solely from the residents survey as no comparable data are available yet from the 2001 Census.

Household Size and Type

The majority of households are small with almost half (46.6%) of all households occupied by a single person and another 30% comprised of couples without children. Fully 89% of all units in the "Kings" are occupied by one- or two-person households. Throughout the city one- and two-person households represent 57% of all households.

"Kings" residents are predominantly owners (76%) while 24% are renters. Almost 58% live in apartment buildings with 7 or more units, but 11% live in studio or loft warehouse conversions. The city-wide owner-tenant split in 2001 was 50.7% / 49.3%.

Length of Residency

Given the recent transition from industrial to mixed-use character, it is not surprising that 55% of all residents are recent arrivals, having lived in the "Kings" for 2 years or less. More than four out of five respondents (84.5%) indicated that they had lived elsewhere in the City of Toronto before moving to the "Kings" with 6.6% coming from elsewhere in the Greater Toronto Area and 4.9% coming from further afield in Ontario.

Education and Income

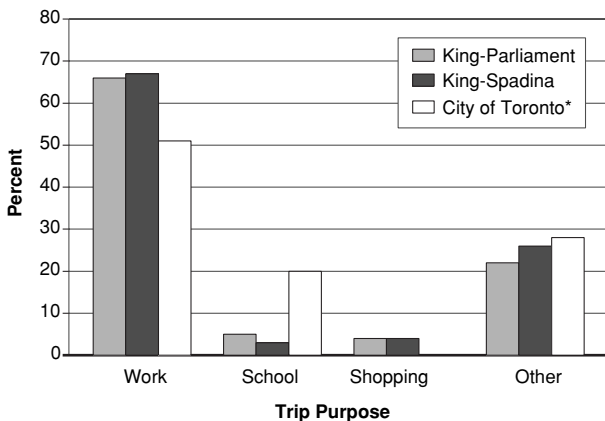
Residents tend to be well-educated and have above average incomes. Close proximity to the downtown core, with the largest concentration of employment opportunities in the region, means that the "Kings" have become attractive residential locations for people in professional and managerial occupations. Almost two-thirds of respondents have a university education and roughly half of all households have approximate incomes of \$70,000 and over.

Travel Characteristics

In January 2001, a separate travel survey was conducted to determine the travel patterns of “Kings” residents. Over 2700 surveys were distributed and a 23% response rate was achieved. The responses to this survey account for the travel characteristics of approximately 785 trips between 6:00 am and 10:00 am. The proximity of the “Kings” to the concentration of employment opportunity in the core of Toronto impacts the choice of travel mode.

Trip Purpose

Figure 13: Trip Purpose of “Kings” Residents, 2001



Note: Shopping Trips are in the “Other” category for the City of Toronto data.

Source: “Kings” Travel Survey, 2001

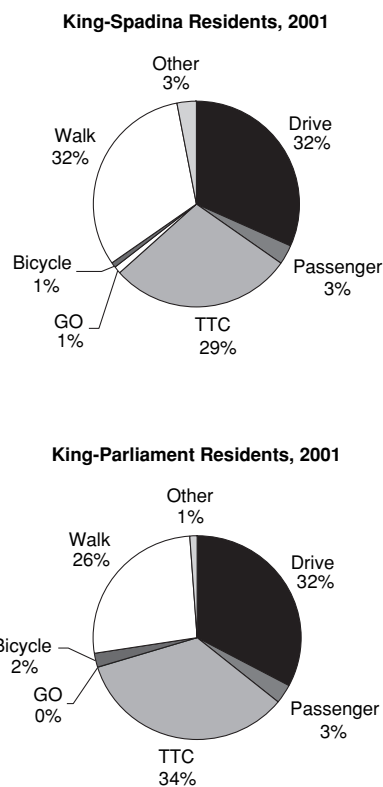
*1996 Transportation Tomorrow Survey

Residents of both “Kings” districts have similar trip purpose travel patterns (see Figure 13). Compared to city-wide data available from the 1996 Transportation Tomorrow Survey (TTS), these districts generate a higher proportion of work related trips and fewer school based trips than the city as a whole. This is not surprising given the general demographic profile of these residents (fewer children and elderly and more younger working adults).

Travel Mode

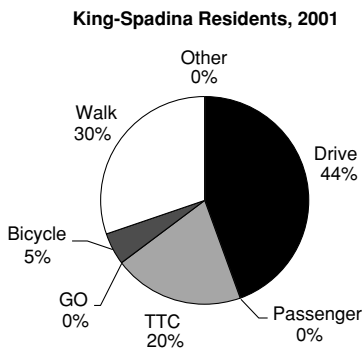
Figure 14 reveals that residents of the “Kings” tend to be less auto reliant: 62% of work trips are made by TTC, bicycle or on foot. Many respondents to the residents survey indicated they chose to live in King-Spadina or King-Parliament because of proximity to their place of work.

Figure 14: Trip Mode – Work Trips, 2001

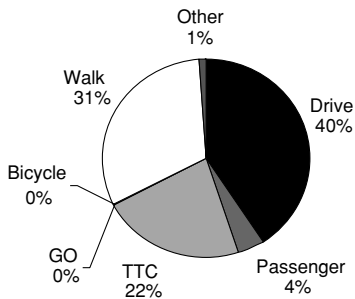


Source: “Kings” Travel Survey, 2001

Figure 15: Trip Mode - Non-work Trips, 2001



King-Parliament Residents, 2001



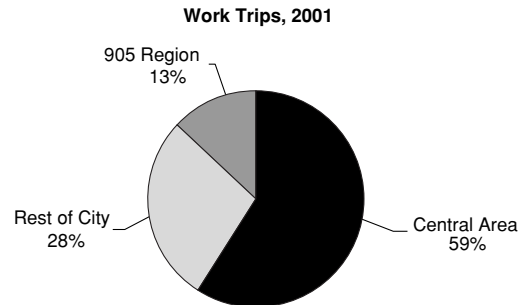
Source: "Kings" Travel Survey, 2001

For non-work related trips "Kings" residents showed a similar dependence on the automobile as the typical city resident. However, 30% of non-work trips are still made on foot demonstrating the draw that downtown shopping, entertainment and cultural activities have.

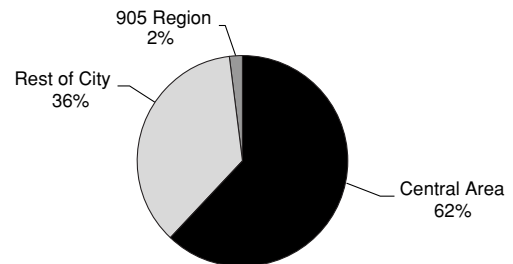
Trip Destination

Figures 16 and 17 show that both the work and non-work trips of "Kings" residents were overwhelmingly focused on the Central Area with many fewer trips to other parts of the city or the GTA. Again, this data tends to suggest a strong relationship between location of residence, work and shopping and entertainment establishments.

Figure 16: The Destination of Trips by King-Spadina Residents, 2001

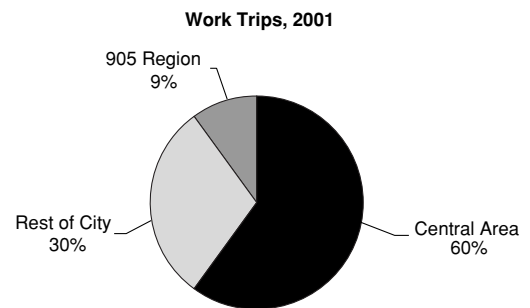


Non-Work Trips, 2001

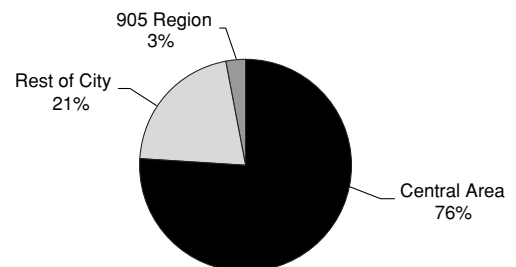


Source: "Kings" Travel Survey, 2001

Figure 17: The Destination of Trips by King-Parliament Residents, 2001



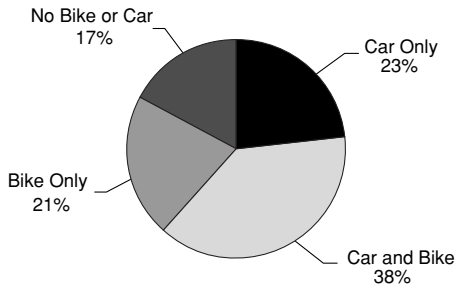
Non-Work Trips, 2001



Source: "Kings" Travel Survey, 2001

Vehicle Ownership

Figure 18: Car and Bicycle Ownership, 2001



Source: "Kings" Travel Survey, 2001

Combining responses from the residents who do not own either a bicycle or a car with those who own a bike only, reveals that in King-Spadina 30% of residents do not own a car and in King-Parliament 41% of residents are "car-less". This averages out to a car-less rate of 38% across all residents (see Figure 18).

The travel survey uncovered a perception of public transit characterized by overcrowding and unreliable service. Residents expressed a desire for improved transit service on the King streetcar. They also felt transit priority measures should be implemented on either King Street or Queen Street to improve service.

With respect to roads, residents wanted improved roadway conditions, including traffic calming and road safety measures. A lack of parking for residents and businesses was also cited as a concern. A large number indicated the need for additional bicycle facilities, such as bicycle lanes paths and parking, while others mentioned a need for improved pedestrian amenities including some support for pedestrian precincts.

Towards a Community Services Assessment

When the "Kings" revitalization policy initiative was implemented in 1996, it was unclear what the development response would be and, therefore, it was impossible

to plan for community services in advance. Instead both the King-Spadina and King-Parliament Part II Plans require the development of a strategy for the provision of appropriate community services once 800 residential and/or live-work units have been occupied. That trigger has been reached and the survey of residents conducted in 2001 can help to shape that strategy.

Respondents were asked to identify those community services that are used by all household members and were encouraged to indicate all that apply (see Table 1).

Table 1: Community Services Used by all "Kings" Residents

	King-Spadina %	King-Parliament %	The Kings %
Public Transit	75.0%	72.7%	73.2%
Parks and Open Space	64.3%	62.9%	63.3%
Libraries	25.6%	44.7%	40.3%
Health Care Facilities	35.1%	27.0%	28.8%
Indoor Recreation Services	11.3%	22.9%	20.2%
Swimming Pools	14.3%	18.1%	17.2%
Playgrounds	14.3%	14.0%	14.1%
Hockey/Skating Rinks	9.5%	6.9%	7.5%
Senior Citizens Services	2.4%	3.9%	3.6%
Public Elementary Schools	2.4%	1.8%	1.9%
Social Welfare Services	1.2%	1.6%	1.5%
Separate Elementary Schools	0.0%	1.1%	0.8%
Public Secondary Schools	0.0%	1.1%	0.8%
Pre-School Daycare	1.2%	0.5%	0.7%
School Age Daycare Centres	0.6%	0.4%	0.4%
Counselling Services	0.6%	0.4%	0.4%

Source: 2001 Residents Survey

Five municipal or community services are used by more than 20% of residents with the highest demand being placed on public transit (73.2%) and Parks and Open Space (63.3%), followed by Libraries (40.3%), Health Care (28.8%) and Indoor Recreation facilities (20.2%).

As with the 1996 survey of "Kings" residents, respondents to the 2001 survey were asked to identify those neighbourhood services and amenities needing improvement and to voice their views on public spending priorities.

Neighbourhood Amenity

Table 2 compares the top five amenities and services that were identified as needing improvement in both the 1996

and the 2001 survey. Respondents were permitted to indicate all services that apply to their lifestyle.

Table 2: Top 5 Amenities and Services in Need of Improvement, 1996 and 2001

King-Parliament 1996 Survey Results		King-Parliament 2001 Survey Results	
	%		%
Street Amenities	34.0%	Street Amenities	47.9%
Supermarkets	32.5%	Parks and Open Space	44.7%
Banking/ATM Services	30.4%	Banking/ATM services	34.6%
Parks/Open Space	27.1%	Roads/Sidewalks	29.8%
On-Street Parking	25.0%	Public Transit	28.2%

King-Spadina 1996 Survey Results		King-Spadina 2001 Survey Results	
	%		%
Supermarkets	59.0%	Supermarkets	67.9%
Street Amenities	42.9%	Parks/Open Space	56.5%
Parks/Open Space	30.5%	Street Amenities	51.8%
On-street Parking	29.5%	Convenience Stores	29.2%
Off-street Parking	21.0%	On-street Parking	29.2%

For King-Parliament, Street Amenities, Parks and Banking Services appear in the top five list in both survey years. While 34.6% of residents here want better access to Banking service (up slightly from 30.4%), there has been a significant increase in concerns about Street Amenities (increasing by one-third to 47.9%) and a very significant increase in desire for improvements to Parks and Open Space, rising from 27.1% of respondents to 44.7%.

For King-Spadina, four out of five priority areas in 1996 are also reflected in the top five priorities of respondents in 2001. There remains a need to provide supermarket service to this part of the city, with the percentage rising from 59% to 67.9% over five years. As with King-Parliament, Street Amenities, at 51.8% in 2001 and Parks at 56.5% saw the largest increase in preference for improvement.

Public Spending Priorities

Beyond neighbourhood services and amenity, residents were asked to indicate their views about public spending priorities in a more general sense. Table 3 shows the top five spending priorities identified by the residents in 1996 and 2001.

Environmental Protection, likely reflecting concerns about air and water quality, and Recycling remain very high on the list of public spending priorities and have grown in significance. Over 60% of all residents would like to see an increase in public spending in these two areas. It is interesting to note that Parks was not in the top five in 1996 but is now identified as a priority by almost 62% of King-Parliament residents and by almost 76% of King-Spadina residents. Public Transit has also emerged as a top spending priority, identified by over 61% of residents in both districts.

Table 3: Top 5 Desired Spending Priorities, 1996 and 2001

King-Parliament 1996 Survey Results		King-Parliament 2001 Survey Results	
	%		%
Environmental Protection	43.7%	Environmental Protection	71.8%
Police Services	38.6%	Parks	61.9%
Youth Programs	36.1%	Public Transit	61.1%
Youth Employment	34.6%	Recycling Programs	60.9%
Recycling Programs	30.7%	Public Health Programs	59.4%

King-Spadina 1996 Survey Results		King-Spadina 2001 Survey Results	
	%		%
Environmental Protection	48.6%	Parks	75.8%
Youth Employment	41.9%	Environmental Protection	74.7%
Affordable Housing	40.0%	Recycling Programs	63.7%
Youth Programs	38.1%	Public Transit	61.3%
Recycling Programs	21.0%	Prim/Sec. Education	53.2%

A full community services needs assessment will be initiated with community service agencies and stakeholders using the findings of this report and additional data from the 2001 Census as it is released. In addition to increased spending to create more parks and to improve transit service, many residents commented on the need to make existing parks and open spaces safer. Given the unique demographic profile of “Kings” residents highlighted here, it is not surprising that some community services are not used and are not considered priorities for improvement. However, it is interesting to note that while there are few children living there, over 53% of King-Spadina residents think that more public spending should be directed to the education sector. Efforts to implement the priority projects of the Community Improvement Plans will continue and benefits will continue to accompany new development.

The Place

Built Form

The planning and development framework for the “Kings” is built form based. This means that new development should answer a simple question: “Does it reinforce the look and feel of the area?”

Traditional planning tools such as density, mixing formulas and land use restrictions that usually impact built form indirectly are not part of the planning regulations. Instead, explicit built form controls such as height limits, setback and step-back requirements, angular plane build-to lines, and depth restrictions are used to create a built form based zoning envelope within which a wide range of land uses are permitted. The built form zoning envelope is designed to ensure that new development:

- is compatible with the existing buildings, and especially heritage buildings (for example, scale and transition are taken into account);
- has regard for its own light, view and privacy requirements, as well as those of adjacent buildings;
- relates well to the character, scale and dimensions of adjacent public streets and open spaces; and
- achieves good sunlight and wind conditions at grade.

To further ensure the re-use of buildings, especially heritage buildings, two measures were introduced:

- 1) a height bonus exceeding the underlying height limit by up to 20% is allowed for new development that includes historic preservation; and
- 2) buildings that are being re-used, including heritage buildings, enjoy a less onerous parking and loading standard than new buildings.

Built Form Character and Change: King-Spadina

King-Spadina can be divided into different built form sub-areas. For example, the height limit on the east side

of Simcoe Street is 76 metres. The height limit along the west side of Simcoe Street is 30 metres. This sub-area provides for a transition in height from the Financial District. The City has considered 45 metres as an appropriate transition height for projects that front on the west side of Simcoe Street. The following developments respect this built form intent:

- 168 Simcoe Street (northwest corner of Richmond and Simcoe Streets)
- 126 Simcoe and 136-150 Simcoe.



168 Simcoe Street

A second sub-area, the area around Wellington, John and Peter Streets (Blue Jays Way) has seen a significant amount of new development. Surface parking lots are being replaced with nine new mixed commercial/residential development projects that are currently in the planning process or under construction.

Within this district, a transition in height has also occurred with developments that are adjacent to existing or approved higher buildings:

- 326 King Street West: at John Street, is adjacent to the 66m-high Holiday Inn, and will be terraced with main roof heights at 30, 40 and 55 metres; and
- 250 Wellington Street West: Tridel’s Icon project steps to building heights of 35 and 49 metres to form a

transition to the adjacent building approved previously at 61 metres which is under construction.



250 Wellington Street West

Other developments with increased height are a result of OMB decisions or settlements that were negotiated as part of the original approval process of the King-Spadina Part II Plan and Zoning Bylaw. The following are both examples of developments built within envelopes negotiated through this process.

- 354 Wellington Street West: The Soho development at the corner of Wellington Street West and Blue Jays Way rises to a height of 49 metres.

A third sub-area is Spadina Avenue. Spadina Avenue is the widest street in this district and has a height limit of 39 metres. In most cases, development has intruded within the angular planes, but through either the narrowness of the building face or stepping back at a higher level, these developments have made efforts to mitigate the impacts.

- 150 Spadina Avenue at Richmond Street, known as the Morgan has a base height of 35 metres and terraces back to a height of 56 metres. The setbacks established for light, view and privacy purposes have generally been respected.



150 Spadina Avenue

- 400 Richmond Street West, known as District Lofts is built to the height that has been allowed along Spadina Avenue. This modern streamlined building is composed of a solid base that successfully relates to the existing scale of buildings along Richmond Street. Above the base the upper floors are set back with a lighter facade with a higher proportion of glazing and open balconies. The building also sets a new precedent for Toronto by providing through units with windows at the front and back facing an interior light court.



400 Richmond Street West

The area south and west of Victoria Memorial Square has also seen new developments at 20 Niagara Street and the Victoria Square apartment and townhouse development

at the northwest corner of Front and Portland Streets. Both of these developments were constructed within the height limits.



20 Niagara Street, an elegant modern facade framing Victoria Memorial Square

Built Form Character and Change: King-Parliament

New development has occurred throughout the King-Parliament area with a variety of uses in a diversity of built forms. For the most part development has respected the built form controls, height limits and setback requirements of the Zoning Bylaw and is generally compatible with existing buildings. Since 1996, only seven developments have received permission to exceed the height limit. Although some developments have exceeded the height limit, six of these provided either for heritage conservation and/or contributions towards community improvement projects, such as public open spaces or heritage interpretation while respecting the intent of the built form policies. The height increases were only granted where the impact of the increase was considered acceptable with respect to built form. Additional height and massing were addressed by the consistent application of datum lines creating built form setbacks at the 25m, 30m and 45m heights to reduce the impact on the public realm.

Developments have included both new construction and conversions. The Jarvis Street sub-area includes two new buildings at the intersection of King Street East and Jarvis Streets:

- The St. James, 163 King Street East, located on the southeast corner terraces back from the street to mitigate visual impacts on St. Lawrence Hall to the west; and
- King George Square, 150 King Street East on the northeast corner, although 47 metres high, deals successfully with the height and building bulk through the construction of a 4-storey podium and a significant setback for the tower portion. Both buildings provide for a good relationship to the street edge and provide a pleasant pedestrian environment.



King Street East, King George Square

The second area where new development has been concentrated is in the Sherbourne-Richmond, Sherbourne-King sub-area.

- 259 King Street East, a new 30-unit retail/residential building under construction both complies with the height limit and the step-back requirements of the Zoning Bylaw and is compatible with the scale and massing of buildings along King Street East.
- 323 Richmond Street East, a 500-unit retail/residential building constructed at the southeast corner of

Richmond Street East and Sherbourne Street is less successful. Once intended for industrial/office development, the underground portion of the building had been constructed previously and, as a result, has a commercial structural grid. The resulting building has a bulky appearance. Unfortunately, the conceptual design of the project, with the predominance of the massing and punched windows, results in an institutional look and facade treatment.



323 Richmond Street East

- 330 Adelaide Street East and 311 Richmond Street East, just west of Sherbourne Street, are two new 100-unit residential buildings that lack a measure of architectural refinement despite complying with the height limit.

Several buildings have been successfully converted, including:

- 379 Adelaide Street East which was converted to a 50-unit live/work building and has a minimal number of parking spaces;



379 Adelaide Street East

- 60 Sherbourne Street, which saw an empty optical laboratory converted to 60 live/work units; and
- a large vacant industrial building at the northeast corner of Frederick Street and King Street East was converted to retail stores for a furniture retailer and offices for Alias Wavefront, a technology firm.



Alias Wavefront

There are three buildings constructed within the complex of impressive 19th century industrial heritage buildings at Gooderham & Worts. The conservation and development plan for this historic district balances the preservation of the heritage buildings, landscape and industrial equipment with the need for adaptive re-use and new development. The focus of the plan was on the core of her-

itage buildings, with new development stepping back from these historic buildings and located on the periphery of the site. Currently, a number of the heritage buildings on the site have been leased and are proposed for renovation and adaptive re-use.

- 70 and 80 Mill Street and 39 Parliament Street have heights of 35, 44 and 40 metres, respectively, and are within the heights permitted by the site specific zoning for Gooderham & Worts approved by the Ontario Municipal Board in 1995.



39 Parliament Street

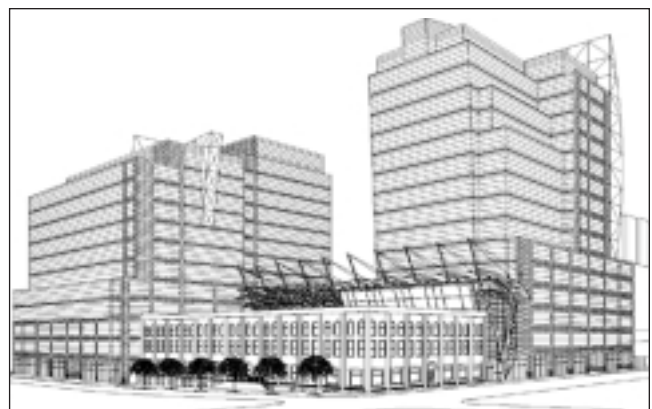
Two major non-residential projects will continue the positive transformation of the King-Parliament Area.

- 296 Front Street East, a new police station for 51 Division currently being constructed at the northeast corner of Front Street East and Parliament Street, is an important public project that implements the historic preservation and public realm goals of the Secondary Plan. This award winning project integrates the historic Consumers Gas Works building with two new wings. The project includes substantial streetscaping around the entire Front, Parliament, Derby and Erin block, significantly improving the public realm of the neighbourhood.



Consumers Gas Works building will form part of the new 51 Division Police Station

- A major office development in the block bounded by Sherbourne Street, Ontario Street, Adelaide Street East and Richmond Street East has been required to undergo a rezoning due to the proposed height increase. City staff are recommending approval of the project which consists of three office buildings at heights of 47 metres, 54 metres, and 64 metres. The proposal was subject to significant built form review and discussion with the applicant over a two-year period. When this project is constructed it will also include historic building preservation and create unique office space in an environmentally and technologically state-of-the-art building addressing the job creation goals of the Secondary Plan.



Innovation Square

Finally, it is noteworthy that the revitalization of King-Parliament has included both the re-use of existing buildings, including heritage buildings and the construction of new buildings thereby creating a blend of new and old architecture.

Architecture

The larger existing buildings within the “Kings” are simple multi-storey older manufacturing buildings. Street walls are punctuated with a regular rhythm of windows within a masonry grid. These types of buildings lend themselves to conversion to residential use as well as to office/studio space for new economic activity. They also set a valuable context for new buildings.



Adelaide Street West looking west from Spadina, a rich built context

Simple clean-line, new buildings, which reinterpret this historical facade treatment, blend well into this context. The 20-25m base that is prescribed in the Zoning Bylaw lends itself to receive a masonry treatment that reflects the height of existing buildings. Setbacks prescribed in the Zoning Bylaw provide an indication of where materials can change.



29 Camden Street, a new residential building based on an industrial facade treatment

Often a change in material involves going from a predominantly masonry construction to glass and steel construction. This change in material is also used for conversions where new floors added on to existing buildings are set back and are predominantly glass to lessen the impact on the existing building and clearly delineate it and the new addition. Buildings built to the height limit (up to 30m or 10 storeys) can have uniform facades where the same materials and vertical and horizontal treatment extends from street level to the top of the building.



165 King Street, The St. James, a successful building from a massing and architectural perspective

However, buildings that have exceeded the height limit and reach the 45m height benefit greatly from additional setbacks above the 20m height combined with a change in material which can be used to mitigate the visual impact of the increased height on the public realm.



36 Charlotte Street, Charlotte Lofts, base building with predominantly glass floors above the setback

For the “Kings”, built form guidelines were developed for areas of special identity and special streets. In King-Spadina the areas of special identity are Clarence Square, Wellington Street (between Clarence Square and Victoria Memorial Square), Draper Street and St. Andrews Playground. The special streets are Bathurst, John, Peter, Duncan, King, Front and Spadina Avenue.

In King-Parliament the areas of special identity are the Old Town of York, the Corktown area, and Gooderham & Worts. The special streets are Parliament, Berkeley, and King. New development within these areas of special identity and along these special streets must have regard for these guidelines. Careful attention must be also be paid to the architectural detail and material treatment of new development.

Unfortunately, the Planning Act severely limits municipal review of architectural and material detail. Alternative

methods of ensuring consistent high quality architecture could be explored. Vancouver has had great success in using a design review panel consisting of design professionals to elevate the architectural quality of new projects in that city. The applicability of such a system to the Ontario planning context has not been thoroughly investigated, including the role the broader public would play in such a process. However, the “Kings” could serve as a pilot area for a modified form of design review that would apply for significant new development within these areas of special identity and along these special streets.

Streetscape Improvements and the Community Improvement Plan

Both King-Spadina and King-Parliament have approved Community Improvement Plans. These plans focus on enhancing heritage character, improving the quality of public spaces and public safety. As former industrial areas, minimal attention was paid to pedestrian amenity in the past.

The growth of the residential and working population has meant that sidewalks are increasingly important as a focal public space. Urban Development Services staff secure streetscape improvements as part of planning approvals for new development. As Maps 3 and 4 show, this incremental approach has been successful in achieving streetscaping commitments for several blocks within both King-Spadina and King-Parliament. These efforts will improve the pedestrian environment and enhance the quality of public spaces over time.

Major elements of the Community Improvement Plans are yet to be implemented.

Within King-Spadina, the ensemble created by Clarence Square, Wellington Street West and Victoria Memorial Square remains an important public realm and historic interpretation opportunity. The improvement of these public spaces is a key component of the King-Spadina Community Improvement Plan.

- Building Renovation projects at 436, 468, 488, 504 Wellington Street West have upgraded the facades and streetscape of this important street which links the two squares.

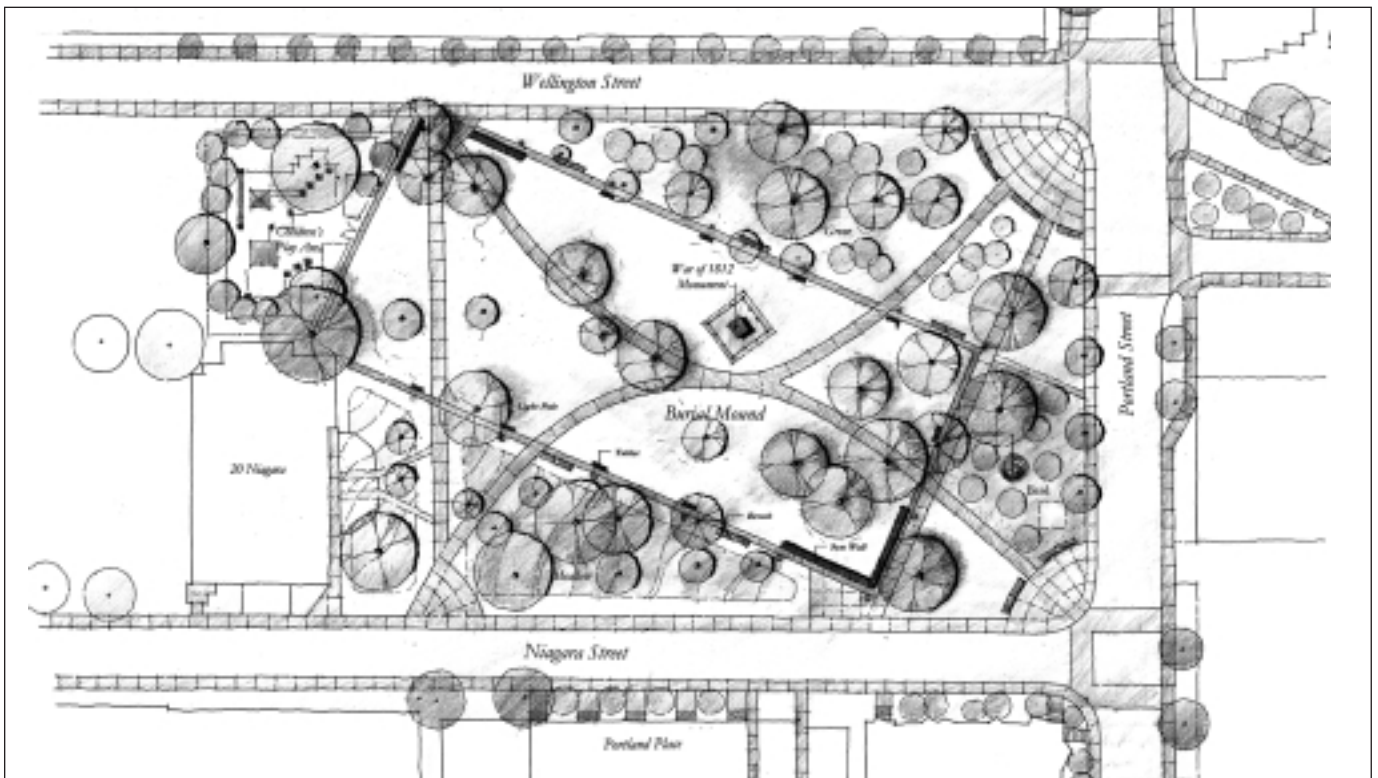


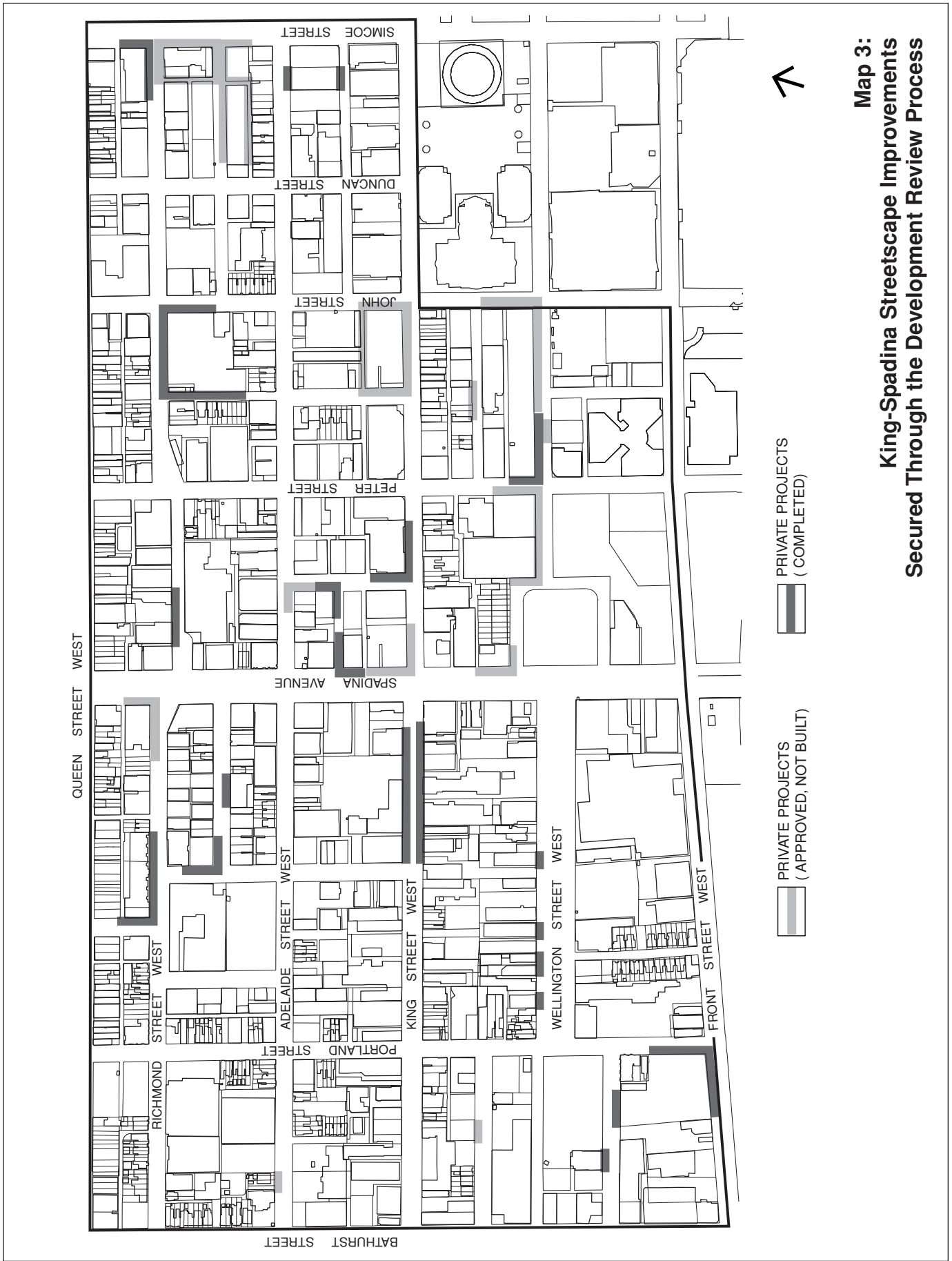
Renovated buildings and upgraded streetscape along Wellington Street West

Neighbourhood residents recently formed a working group to prepare an improvement plan for Victoria Memorial Square, and a design workshop was held. Eventually, the group's focus will extend to improving Wellington Street and Clarence Square. These community efforts are welcome and will hopefully lead to a funding mechanism that will implement badly needed park and streetscape improvements.

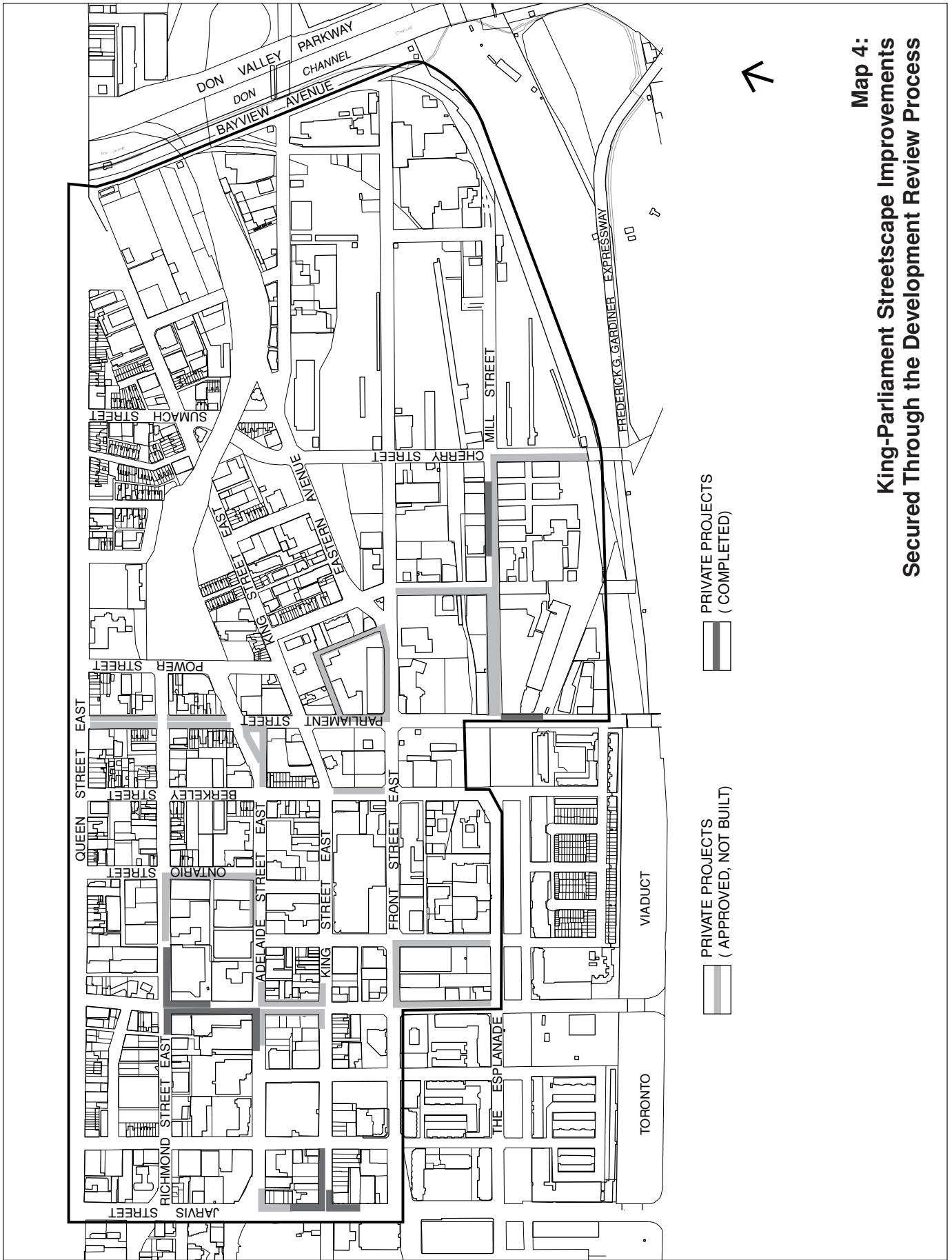
Allied Canadian Corporation has acquired all buildings on both the north and south side of King Street West between Spadina and Brant Streets. The developer volunteered to reconstruct the entire King Street sidewalk on both sides of the street adding trees, pedestrian scale lighting and decorative paving. This has been carried out in association with the restoration of the older industrial and warehouse buildings that line this section of King Street West for business activity. Future improvements may be anticipated in association with the proposed redevelopment of the northerly block. This initiative implements fully the intent of both the Secondary Plan and the Community Improvement Plan.

Proposed landscape plan for Victoria Memorial Square





Map 3:
King-Spadina Streetscape Improvements
Secured Through the Development Review Process



Map 4:
King-Parliament Streetscape Improvements
Secured Through the Development Review Process

Within King-Parliament several developments have contributed to the creation of a more amenable neighbourhood.

- 50 Sherbourne Street, called “MOZO”, located at the King-Sherbourne intersection includes a publicly accessible open space along Adelaide Street East.
- 247 Richmond Street East, known as “Space”, and 226 King Street East have contributed a total of \$295,000 in order to incorporate heritage interpretation features in King-Parliament.
- the Innovation Square development proposed for the block of Sherbourne Street, Ontario Street, Richmond Street East, and Adelaide Street East intends to provide \$350,000 for various streetscape improvements along Parliament Street south of Queen Street East.

Archaeological investigation in the block of Front Street East, Parliament Street, Berkeley Street and Parliament Square Park confirmed the presence of the foundation walls of the First Parliament Buildings of Upper Canada. Community groups, the City and the Province of Ontario are now investigating options for heritage commemoration. The commemoration of this site is included in the King-Parliament Community Improvement Plan.



Comprehensive streetscape improvements along King Street West

The Future

Growth and revitalization have become an established trend in the “Kings”. The observations highlighted here confirm that both King–Spadina and King–Parliament have not only seen substantial physical development, but a marked improvement in the business climate and in the look and feel of these mixed-use districts. Several positive trends are evident:

- Residential and employment activity has increased;
- Existing and heritage buildings have been given new life;
- A transit and pedestrian culture has taken root; and
- These districts are becoming more vibrant with tourist attractions and a successful restaurant sector.

These issues and several more require assessment and community discussion including:

- Improving transit service;
- Improving the pedestrian environment;
- Exploring ways to better ensure high quality architecture; and
- Improving parks and community services.

