STAFF REPORT ACTION REQUIRED

2 Gladstone Avenue – Zoning Application – Final Report

Date:	August 16, 2007
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 18, Davenport
Reference Number:	File No. 07-142554 STE 18 OZ

SUMMARY

This application was made on or after January 1, 2007 and is subject to the new provisions of the Planning Act and the City of Toronto Act, 2006.

This application proposes an 8 storey mixed use (commercial/residential) building at 2 Gladstone Avenue.

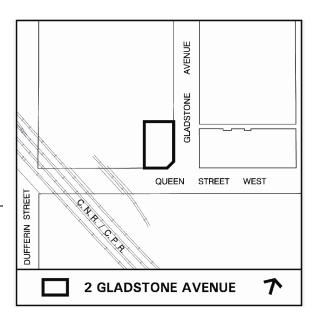
This report reviews and recommends approval of the application to amend the Zoning By-law, provided a number of changes are made, including but not limited to:

- an increase in the amount of non-residential space;
- a decrease in the overall height to 7 storeys; and
- an increase in stepbacks to meet the 45 degree angular plane from Queen Street West.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend the Zoning Bylaw 438-86 for the former City of



Toronto as described in this report and to be available at the Toronto and East York Community Council meeting;

- 2. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required; and
- 3. the owner submit a revised site servicing study for review and acceptance by Technical Services prior to enacting the by-laws to implement the proposed amendments.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

An application for a similar 8 storey mixed use building was refused by the Committee of Adjustment in the fall of 2006. The refusal was appealed by the applicant to the Ontario Municipal Board (OMB). The parties agreed to defer the OMB hearing, provided the applicant filed a new application for rezoning.

ISSUE BACKGROUND

Proposal

The proposed development is an 8 storey, mixed use building, with retail at grade and residential above. Commercial space (234 sq.m.) is proposed, fronting onto Queen Street West and Gladstone Avenue, as well as 58 dwelling units. The building rises four storeys and then steps back several times on the east and south sides before reaching its maximum height. Project statistics are provided in Attachment No.7.

Site and Surrounding Area

The 818 sq.m. site is located on the north-west corner of Queen Street West and Gladstone Avenue. While the site itself is relatively flat, Queen Street West dips down in front of the site to pass under the railway bridge.

There is a 1 storey commercial/industrial building on the site currently, with parking fronting onto Gladstone Avenue.

South: the railway corridor and a parking lot on the south side of Queen Street West

North: primarily 2 storey commercial/industrial buildings, including design studios and automobile related uses, as well as several 2 storey houses

East: across the street is the Gladstone Hotel, a heritage designated building

West: a one storey warehouse and the railway corridor

This site is adjacent to the West Queen West Triangle. A City-initiated rezoning of the West Queen West Triangle Area proposes rezoning lands fronting on to the south side of Queen Street West for buildings up to 8 storeys in height. There are currently several site specific applications for 8 and 9 storey buildings fronting onto the south side of Queen Street West.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and, protecting public health and safety. City Council's planning decisions are required to be consistent with the PPS.

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation.

City Council's planning decisions are required by the Planning Act, to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

The site is designated Mixed Use and is identified as an Avenue on Map 2.

The Official Plan states that development requiring a rezoning will not be allowed to proceed prior to completion of an Avenue Study unless the review demonstrates to Council's satisfaction that subsequent development of the entire Avenue segment will have no adverse impacts within the context and parameters of the review.

No Avenue Study has been completed for Queen Street West.

Policy 3.b) of the Official Plan states:

Development in Mixed Use Areas on Avenues, prior to an Avenue Study, has the potential to set a precedent for the form and scale of reurbanization along the Avenue. In addition to the policies of the Plan for Mixed Use Areas, proponents of such proposals will also address the larger context and examine the implications for the segment of the Avenue in which the proposed development is located. This review will:

i) include an assessment of the impacts of the incremental development of the entire Avenue segment at a similar form, scale and intensity, appropriately allowing for distinguishing circumstances;

- ii) consider whether incremental development of the entire Avenue segment as identified in the above assessment would adversely impact any adjacent Neighbourhoods or Apartment Neighbourhoods;
- iii) consider whether the proposed development is supportable by available infrastructure:
- iv) be considered together with any amendment to the Official Plan or Zoning Bylaw at the statutory public meeting for the proposed development.

According to the Official Plan, "Some of the Avenues already serve as "main streets" that are focal points for the local community with attractive and bustling sidewalks. These traditional "main street" Avenues already have zoning in place to guide mixed use development in a way that fits with the neighbourhood...".

Official Plan policies for Mixed Use Areas state, among other things, that: "In Mixed Use Areas development will:

- a) create a balance of high quality commercial, residential, institutional and open space uses that reduces automobile dependency and meets the needs of the local community;
- b) provide for new jobs and homes for Toronto's growing population...;
- c) locate and mass new building to provide a transition between areas of different development intensity and scale, as necessary, to achieve the objectives of this Plan, through means such as providing appropriate setbacks and/or stepping down of heights, particularly towards lower scale Neighbourhoods;
- e) locate and mass new buildings to frame the edges of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces;
- f) provide an attractive, comfortable and safe pedestrian environment;
- g) have access to schools, parks, community centres, libraries and childcare;
- h) take advantage of nearby transit services;
- i) provide good site access and circulation and an adequate supply of parking for residents and visitors;
- j) locate and screen service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences; and

k) provide indoor and outdoor recreation space for building residents in every significant multi-unit residential development."

Zoning

The site is currently split-zoned Mixed Commercial Residential (MCR) and Light Industrial (I1).

On the "MCR" portion, residential and commercial uses are permitted to a maximum total density of 3.0 times the area of the lot and a maximum residential density of 2.5 times the area of the lot. The height limit on the MCR portion is 16 metres, with permission for mechanical penthouses up to 21 metres.

The "MCR" zone requires the upper portion of the building to be contained within a 45 degree plane rising from 13 metres above the property lines along both Queen Street West and Gladstone Avenue.

On the "I" portion, industrial uses are permitted to a maximum density of 2 times the area of the lot. The height limit on the "I" portion is 14.0 metres, with permission for mechanical penthouses up to 19 metres.

Site Plan Control

No application for site plan approval has been submitted.

Reasons for Application

The application requires substantial changes to the zoning, including but not limited to:

- change of use from industrial to residential on a portion of the site;
- significant increase in height;
- significant increase in total density (from 3.0 to 6.0 times the area of the lot) and residential density (from 2.5 on a portion of the site to 5.73 times the area of the entire lot);
- building into the angular plane along both Queen Street West and Gladstone Avenue;

Council must be satisfied that the development meets Avenues Policy 3b) regarding development on an Avenue prior to an Avenue Study.

Community Consultation

A community consultation meeting was held on May 30 2007 at the site. Approximately 15 individuals attended the meeting. Issues raised addressed the impacts of the development as a site-specific proposal as well as the impacts of the proposal as a precedent for other properties along this section of Queen Street West. Major issues included, but were not limited to:

- height;
- residential density;
- angular planes on Queen Street West and Gladstone Avenue;
- shadows:
- relationship to the adjacent Gladstone Hotel, a historically designated building
- impact on further development along Queen Street West;
- traffic at the intersection of Queen Street West and Gladstone Avenue, particularly because of the current configuration of the Dufferin Jog and the proposed garage entry location;
- adequacy of local parkland; and
- relationship between the building and the street, especially along Gladstone Avenue.

Agency Circulation

The application was circulated to all appropriate agencies and City divisions. Responses received have been used to assist in evaluating the application and to formulate appropriate by-law standards.

COMMENTS

Development in Mixed Use Areas on Avenues prior to an Avenue Study may be permitted. Such development has the potential to set a precedent for the form and scale of reurbanization along the Avenue.

Queen Street West is an Avenue which already serves as a main street and as a focal point for the local community. Queen Street West already has zoning in place to guide mixed use development in a way that fits with the neighbourhood.

Aspects of the proposed development which are contrary to the current Zoning By-law and which require review in the context of the proposed development's impact on the form and scale of the Avenue Segment include:

- overall height and height transitions;
- angular plane on Queen Street West;
- angular plane on the flanking street (Gladstone Avenue);
- overall density; and
- mix of uses.

The review of this proposal must address the larger context and examine the implications for the segment of the Avenue in which the proposed development is located. The Avenue Segment stretches from Brock Avenue to Dovercourt Road. The review must take into account the impacts of the incremental development of that entire segment at a similar form, scale and intensity to that of the proposed development, appropriately allowing for distinguishing circumstances.

The circumstances of this site which cumulatively distinguish it from other sites along the Avenue Segment are that its location is:

- at the intersection of two streets on Map 3 in the Official Plan;
- on a block which does not include any buildings typical of Queen Street's urban fabric;
- across the street from the 21.8 metre tall, heritage-designated Gladstone Hotel;
- not adjacent to lands designated Neighbourhoods to the rear or side;

Height and Stepbacks

The proposed overall height (8 storeys or 24 metres plus 4.9 metres for mechanical penthouse) will be substantially taller than most existing buildings within the Mixed Use designation along the Avenue Segment (2 to 3 storeys). The proposed height of 24 metres is also substantially taller than the zoned height limit (16 metres). The current MCR zoning also allows for a mechanical penthouse to reach up to 21 metres in height. With mechanical penthouse, the proposed building would rise to 28.9 metres. The difference is approximately 2 storeys.

There is an adjacent landmark building, the heritage-designated Gladstone Hotel, which is larger than the prevailing existing buildings on Queen Street West. The height relationship between the Gladstone Hotel building and the proposed 2 Gladstone building are illustrated in Attachment 3. The body of the Gladstone Hotel building is 17.5 metres tall, which is similar in height to the top of the proposed 6th floor at 2 Gladstone. There is also a turret flush with the corner of Gladstone and Queen rising to 21.8 metres, which is slightly higher than the top of the proposed 7th floor at 2 Gladstone. There is a strong cornice line on the Gladstone Hotel at 12.8, roughly equivalent to the top of the proposed 4th storey at 2 Gladstone.

City Planning recommends that the proposed building at 2 Gladstone Avenue be changed to better respond to the low-rise character of Queen Street West and the adjacent historic building by:

- incorporating a minimum 2 metre stepback above the 4th storey (approximately 13 metres, the same height as the Gladstone Hotel's lower cornice) on the east and south sides;
- incorporating a minimum 2 metre stepback above the 6th storey (approximately 18 metres, the same height as the Gladstone Hotel building) on the east and south sides; and
- not exceeding 7 storeys (approximately 22 metres, no higher than the turret of the Gladstone Hotel)

- eliminating the additional height for a large mechanical penthouse in favour of a an additional 2 metres for elevator overrun and stairs only.

City Planning recommends this additional height (7 storeys) on the basis of the distinguishing characteristics of the site, as listed above. Along the Avenue Segment, the only other site designated Mixed Use which might also accommodate buildings up to 7 storeys based on distinguishing characteristics is 1205 Queen Street West, at the southwest corner of Queen Street West and Dufferin Street.

Angular Planes

The proposed building at 2 Gladstone Avenue neither complies with the angular plane requirements of the MCR zoning along Queen Street West nor Gladstone Avenue. This angular plane is in effect for several reasons, including but not limited to maintaining the low-rise character of Main Streets, limiting shadows and retaining the openness and sky views characteristic of Main Streets and assisting in height transition toward adjacent lower-rise areas.

The non-compliance with the Queen Street West angular plane would set a precedent for the form and scale of buildings along the Avenue Segment.

City Planning recommends that the proposed building be revised such that:

- the entire building be within the angular plane along Queen Street West rising at an angle of 45 degrees from a point 13 metres above grade.

The non-compliance with the angular plane on the flanking street (Gladstone Avenue) was reviewed within the context of the Avenue Segment. Unlike the majority of sites designated Mixed Use along the Avenue Segment, the lands immediately to the rear of the site are not designated Neighbourhoods, the flanking street is neither a main street nor a residential side-street, and is adjacent to an existing building (the Gladstone Hotel) on the other side of the flanking street which rises 17.5 metres (approximately 6 storeys) without any stepbacks. While significant stepbacks are required to reinforce the importance of the Gladstone Hotel and to assist in the transition toward a lower intensity area to the north, strict compliance with the 45 degree angular plane on the flanking street is not required.

Transitions to Adjacent Lots

The 2 Gladstone development proposes blank, 8 storey (24 metre) party walls along the north and west property lines, without any stepbacks or windows. The existing buildings to the west and north are typically 2 storeys tall. The height limits in the zoning on the adjacent properties to the west and north are 14 metres. These blank party walls would be highly visible above the surrounding area.

This proposal has the potential to set a precedent for height transitions to adjacent lots. Because the site is adjacent to industrially-zoned sites, the current zoning permits a building with a party wall to a height of 14 metres along the north property line and a height of 16 metres along most of the west property line.

City Planning recommends that stepbacks be required as follows:

West Side (adjacent to the Employment Area):

- allow for party walls up to the current height limit (16 metres); and
- require the building to be no closer to the west property line than 1.2 metres above that height, such that secondary windows (kitchen and bathroom) windows can be located there.

North side (adjacent to the Mixed Use Area)

- allow for the party wall up to the current height limit (14 metres);
- requires a stepback of at least 1.2 metres above the 4th floor, such that secondary windows (kitchen and bathroom) windows can be located there; and
- require a further stepback above the 6th storey, at least 5.5 metres from the north property line.

These stepbacks would provide a downward height transition as well as improve the aesthetics of an otherwise blank wall, particularly toward the Mixed Use Area to the north.

Density and Uses

The change of use from industrial use to commercial and residential uses on the northern portion of the lot is supported by the Official Plan. Uses at grade along Queen Street West and the southern half of the Gladstone Avenue block are primarily non-residential. This pattern should be extended to reinforce and expand the pedestrian-oriented commercial activity.

To achieve the maximum total density as outlined in the current zoning by-law (3.0 times) the area of the lot), a minimum non-residential density of 0.5 times the area of the lot must be provided. The proposed residential density (5.73x) is more than triple the current residential maximum (2.5x), while the proposed non-residential density (0.27x) is much less than the non-residential reserve (0.5x). The proposed non-residential component should be increased substantially to at least 0.5 times the area of the lot.

The proposed residential density would also decrease due to the changes in the built form (decrease in height and increases in stepbacks).

Loading

The proposed development does not provide a loading space on-site for garbage and recycling pick-up. An appropriate space for garbage and recycling pick-up for a development of this scale should be provided on the site. City Planning recommends that the main floor and garage access be redesigned to incorporate a loading space on-site.

Provincial Policy Statement and Provincial Plans

The proposal for a mixed use (commercial/residential) building is generally consistent with the Provincial Policy Statement and conforms and does not conflict with the Growth Plan for the Greater Golden Horseshoe.

It should be noted, however, that both the provincial plans stress the need for a healthy mix of employment and residential space, as well as the need to plan for community infrastructure to address changing populations. While the proposed development includes commercial space, it is quite small in relation to the proposed residential intensification.

Land Use

The change of use to commercial and residential uses on the whole of the lot is supported by the Official Plan. Uses at grade along Queen Street West and the southern half of the Gladstone Avenue block are primarily non-residential. This pattern should be extended to reinforce and expand the pedestrian-oriented commercial activity.

A strong base building and major stepbacks above the 4th storey are necessary to reinforce the low-rise character of Queen Street West, maintain appropriate skyviews and adequate sunlight conditions on Gladstone Avenue.

Traffic Impact, Access, Parking

Traffic impacts

The size of the development is not sufficient to require a site-specific traffic study. Nonetheless, the unique character of the intersection of Gladstone Avenue and Queen Street West, part of the Dufferin Jog, requires a greater number of turning movements than most intersections.

In 2009, a new north-south underpass will connect Dufferin Street north and south of Queen Street West, without the need for traffic to detour along Gladstone Avenue. In the next few years, the area south of Queen Street West and east of Gladstone Avenue, known as the West Queen West Triangle, will also redevelop. Plans include the extension of Sudbury Street to join up with the intersection of Queen Street West and Gladstone Avenue.

These two changes will reduce the number of turning movements at the intersection.

Access

The garage entry is located on Gladstone Avenue, north of the intersection with Queen Street West. At the time of site plan approval, consideration should be given to moving the garage access further north. This would provide more space between the garage entry and the intersection to stack more vehicles and allow more of the ground floor space to be used for commercial purposes.

Parking

The proposed parking (58 spaces) exceeds both the MCR Zoning By-law standards (34 for residents and 4 for visitors) as well as the minimum parking (46 for residents and 7 for visitors) recommended by Technical Services for this unit mix at this location.

The applicant requested flexibility in the parking standards to allow a lower parking standard for affordable housing units, should funding be available for affordable housing.

City Planning recommends the parking requirement for residential dwelling units be:

for residents:

Bachelor unit	0.3 spaces per unit
1 Bedroom dwelling unit	0.7 spaces per unit
2 Bedroom dwelling unit	1.0 spaces per unit
3 or more Bedroom dwelling unit	1.2 spaces per unit
affordable dwelling unit (bachelor)	0.1 spaces per unit
affordable dwelling unit (1 bedroom or more)	0.3 spaces per unit
and	

- for visitors: 0.12 spaces per unit.

These parking requirements would be similar to those recommended for the West Queen West Triangle, across the street.

City Planning also recommends that:

- the resident parking requirement be reduced by 5 parking spaces per carshare space provided on-site, up to a maximum of 25% of the required resident parking for market housing; and
- permission be granted for up to 10% of required resident parking spaces to be small car parking spaces.

Bicycle parking should be provided at least to the minimum rates required by the Zoning By-law (0.75 spaces per unit). At the time of site plan approval, the owner will be encouraged to provide 1.0 spaces per unit.

Servicing

The applicant has submitted a site servicing study, relating to water supply, storm and sanitary sewers. Certain aspects of the report do not provide sufficient detail. City Planning recommends that a revised site servicing study be submitted by the applicant and accepted by Technical Services prior to enacting the by-laws to implement the proposed amendments.

Economic Impact

There is currently approximately 440 sq.m. of commercial/industrial space on site. The proposal only includes 234 sq.m. of commercial space. As stated above, City Planning recommends that a minimum non-residential density of 0.5 times the area of the lot be provided (409 sq.m.), in keeping with the non-residential reserve in the current MCR zoning.

Open Space/Parkland

This area is identified in the Official Plan as having a lower than average level of local parks, between 0.43 and 0.79 hectares per 1,000 people.

The City has allocated funds for and directed staff to either purchase or expropriate land for a new 0.4 hectare local park, south of Queen Street West, 2 blocks from this site. This new public parkland, as well as new parks planned as part of the redevelopment of the Centre for Addiction and Mental Health (CAMH), will help to meet the needs of the large numbers of new residents in the area.

Streetscape

The proposed development includes 2 new street trees on Queen Street West but only planter boxes on Gladstone Avenue.

Urban Forestry indicates that the location of existing underground utilities and the bus shelter will prevent any tree planting on Gladstone Avenue in front of the site. However, much of the traffic related to the Dufferin Street Jog will be eliminated from Gladstone Avenue within the next 2-3 years, as construction of the Dufferin Street underpass is completed.

Urban Forestry recommends that the funds which would have been required for street trees in continuous tree pits be collected from this development and put toward street tree planting on Peel Avenue and/or Gladstone Avenue. It is expected that after the Dufferin Jog is eliminated, it may be possible to widen the boulevard on Peel Avenue and Gladstone Avenue, to accommodate street tree planting.

Housing Mix

The proposed development includes a mix of dwelling unit sizes, including bachelors (7% of units) and 3 bedroom units (9% of units). City Planning recommends that a minimum of 10% of the units consist of units with 2 bedrooms plus den or 3 bedroom units and a minimum of 25% of the units consist of units with 2 bedrooms or more.

Toronto Green Development Standard

The applicant has indicated that the development intends to achieve several targets set out in the Green Development Standard for mid-rise developments, including stormwater retention and managing construction waste. The details and total number of targets to be achieved will be finalized in the site plan approval process.

Railway Corridor

This development is in close proximity to the rail corridor, but does not include a crash berm between the residential use and the railway corridor. There is, however, a substantial one storey industrial building existing on the adjacent lot, between the railway corridor and the proposed development. The railways have agreed that no further safety measures are required.

As a condition of rezoning, a noise and vibration study will be required prior to site plan approval.

Section 37

The development, including changes recommended by City Planning, will result in an increase in height from 16 metres to approximately 21 metres, and a near doubling in residential density.

Extensive community consultation relating to the West Queen West Triangle (immediately across the street) indicated a need for to invest in facilities to support the local arts employment cluster, including a performing arts hub at the nearby City-owner Carnegie Library building, affordable artist live/work studios, affordable artist work studios, as well as additional indoor community meeting spaces.

However, because the size of the building is less than the minimum size (10,000 sq.m.) the City's Official Plan does not include policies to require community benefits in exchange for the increase in height and density.

Development Charges

It is estimated that the development charges for this project, after the changes recommended by City Planning, will be \$257,567. This is an estimate. The actual charge is assessed and collected upon issuance of the building permit.

CONTACT

Elise Hug, Planner

Tel. No. (416) 392-0758 Fax No. (416) 392-1330 E-mail: ehug@toronto.ca

SIGNATURE

Gary Wright, Director Community Planning, Toronto and East York District

 $(P:\2007\Cluster\ B\pln\teycc22076953067.doc)$ - smc

ATTACHMENTS

Attachment 1: Site Plan

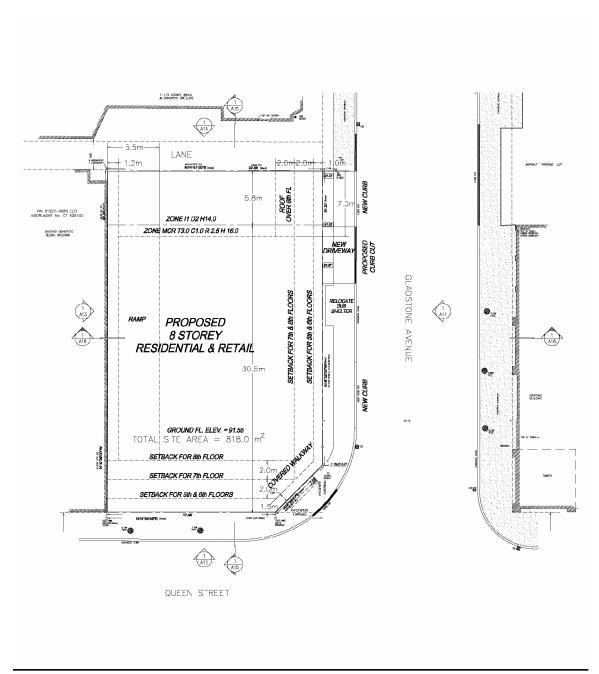
Attachment 2: East Elevation Attachment 3: South Elevation Attachment 4: North Elevation Attachment 5: West Elevation

Attachment 6: Zoning

Attachment 7: Application Data Sheet

Attachment 8: Draft Zoning By-law Amendment

Attachment 1: Site Plan



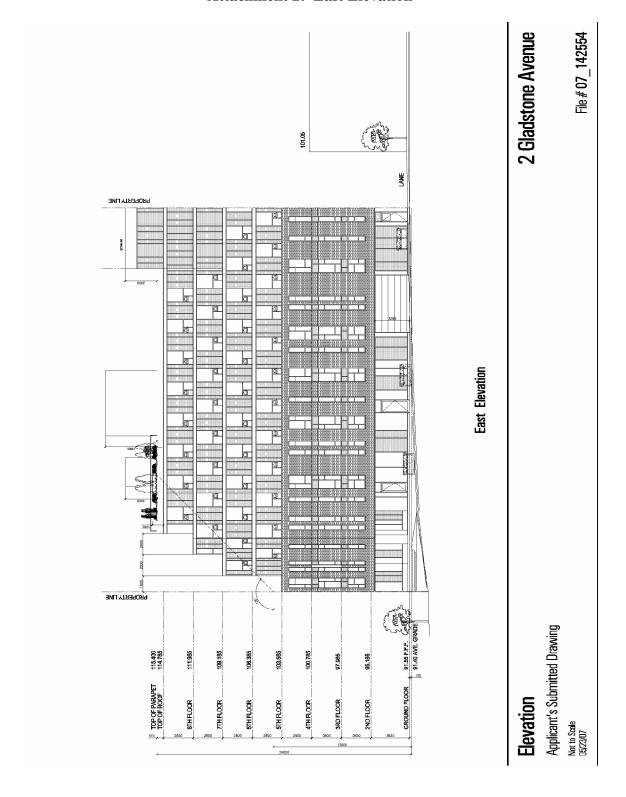
Site Plan

Applicant's Submitted Drawing

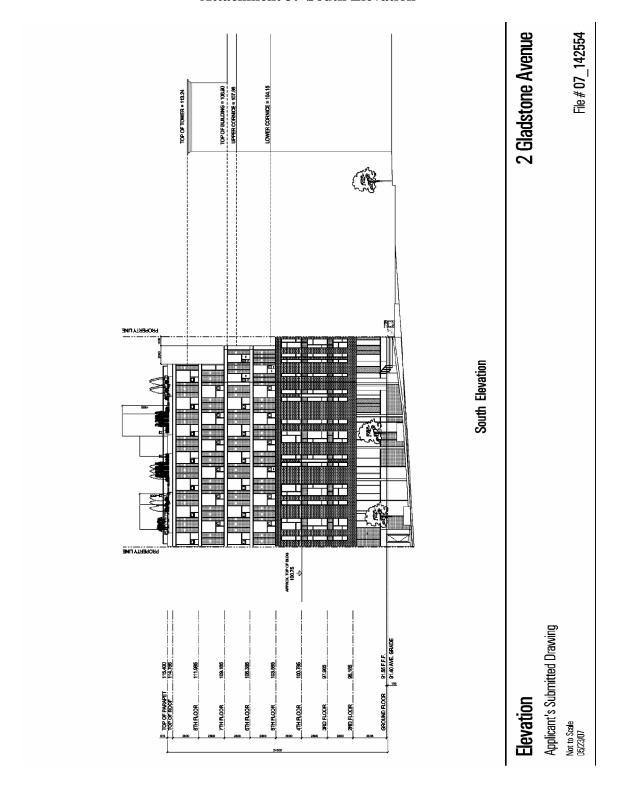
Not to Scale 05/23/07

File # 07_142554

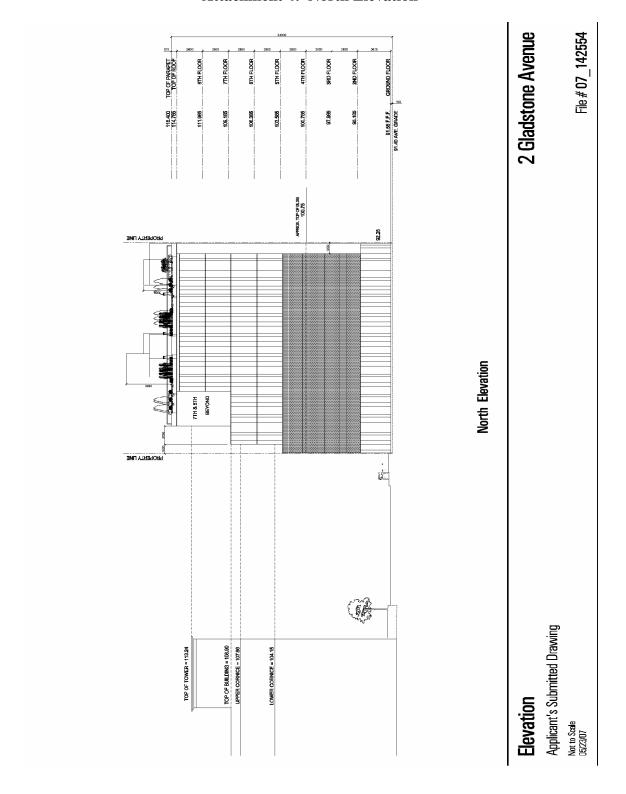
Attachment 2: East Elevation



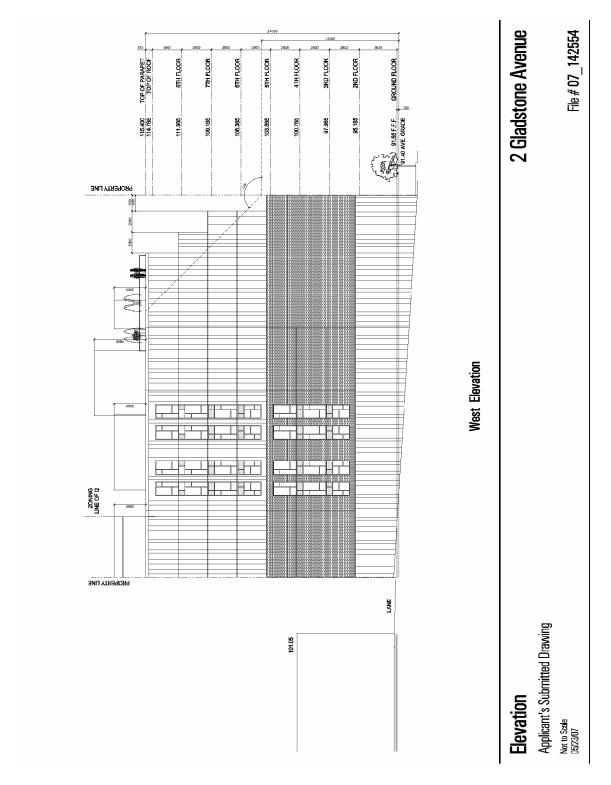
Attachment 3: South Elevation



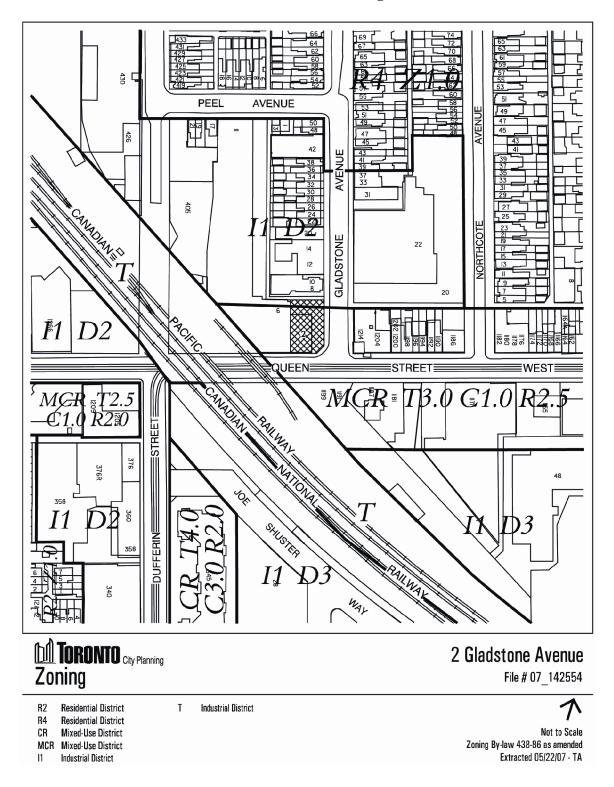
Attachment 4: North Elevation



Attachment 5: West Elevation



Attachment 6: Zoning



Attachment 7: Application Data Sheet

Application Type Rezoning Application Number: 07 142554 STE 18 OZ

Details Rezoning, Standard Application Date: April 5, 2007

Municipal Address: 2 GLADSTONE AVE, TORONTO ON M6J 3K6

Location Description: CON 1 FTB PT PARK LT28 **GRID S1807

Project Description: Development of an 8-storey, mixed-use building containing 57 condo units

with commercial uses at grade and parking garage below grade

Applicant: Agent: Architect: Owner:

Urban Strategies Inc Gladstone Tire Distributors Ltd

PLANNING CONTROLS

Official Plan Mixed Use Site Specific Provision:

Designation:

Zoning: MCR T3,0 C1.0 R2.5, I1 Historical Status:

D2

Height Limit (m): 16, 14 Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq. m): 818 Height: Storeys: 8 Frontage (m): 31.27 Metres: 24

Depth (m): 22.86

Total Ground Floor Area (sq. m): 248.3 **Total**

Total Residential GFA (sq. m): 4685.94 Parking Spaces: 58
Total Non-Residential GFA (sq. m): 234.04 Loading Docks 1

Total GFA (sq. m): 4919.98 Lot Coverage Ratio (%): 30 Floor Space Index: 6

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:	Rental, Other		Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	4685.94	0
Bachelor:	4	Retail GFA (sq. m):	234.04	0
1 Bedroom:	25	Office GFA (sq. m):	0	0
2 Bedroom:	14	Industrial GFA (sq. m):	0	0
3 + Bedroom:	5	Institutional/Other GFA (sq. m):	0	0
Total Units:	58			

CONTACT: PLANNER NAME: Elise Hug, Planner

TELEPHONE: (416) 392-0758