

31-37 Gladstone Avenue – Zoning By-law Amendment Application – Decision Report – Approval

Date: April 28, 2023

To: Toronto and East York Community Council

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

Ward: 9 - Davenport

Planning Application Number: 18 156712 STE 18 OZ

SUMMARY

This report reviews and recommends approval of the application to amend the Zoning By-law to permit a 6-storey (20.5 metre, inclusive of mechanical penthouse) residential building containing 28 dwelling units. The proposal will provide a contextually appropriate mid-rise building that fits within the existing and planned context and appropriately transitions to lower scaled neighbourhood areas to the north and east.

This report also recommends that the site be zoned with an (H) - Holding Symbol which can be lifted through the resolution of matters related to servicing the site.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend Zoning By-law 569-2013 for the lands at 31-37 Gladstone substantially in accordance with the draft Zoning By-law Amendment included as Attachment No. 5 to this report.
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.

FINANCIAL IMPACT

The City Planning Division confirms that there are no financial implications resulting from the recommendations included in this report in the current budget year or in future years.

THE SITE

Description: The site is rectangular in shape and has an approximate area of 936 square metres, with a frontage of 27 metres on Gladstone Avenue Street, and a depth ranging from 34 metres to 37 metres.

Existing Use: 31 Gladstone Avenue consists of an existing two-storey building used as an auto garage, with residential units above. 33-37 Gladstone Avenue is a vacant two-storey building formerly used for commercial retail purposes.

THE APPLICATION

Description: A 6-storey (20.5 metres, including mechanical penthouse) residential condominium building with 28 units.

Density: 3.1 times the area of the lot.

Parking and Loading: A total of 34 bicycle parking spaces, located in a bike room on the ground floor, and 21 vehicular parking spaces are proposed. Underground parking will be accessed via two car elevators located off the laneway at the north side of the site. No loading space is required for the proposal based on its scale (i.e. less than 30 units). However, a garbage room is located on the ground floor at the rear of the building with immediate access to the rear pedestrian walkway. Solid waste is to be transferred to the curbside for collection.

Additional Information See Attachments 1, 2 6, 7a and 7b of this report for a Location Map, Application Data Sheet, Site Plan, and three-dimensional representations of the proposal. Detailed project information including all plans and reports submitted as part of the application can be found on the City's Application Information Centre at: <http://app.toronto.ca/AIC/index.do?folderRsn=icF7kE9169gG%2BDUriMBC8w%3D%3D>

Reason for the Application: The Zoning By-law Amendment proposes to permit residential uses on the site and vary performance standards including: building height; building setbacks; floor space index; and parking requirements.

Site Plan Control: The development is subject to Site Plan Control. A Site Plan Control application has not been submitted.

POLICY CONSIDERATIONS

Provincial Land-Use Policies: All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the Provincial Policy Statement, and shall conform to provincial plans.

Official Plan: Mixed Use Areas. See Attachment 3 of this report for the Official Plan Land Use Map.

Site and Area Specific Policy 403 (SASP 403): The site is subject to Site and Area Specific Policy No. 403, which includes policies related to transitions in height, setbacks and stepbacks, built form, and retaining the visual prominence of the Gladstone Hotel, a designated heritage building.

Zoning: Under the harmonized Zoning By-law 569-2013, the site's zoning maintains the existing zoning within the former City of Toronto Zoning By-law 438-86, as amended. Zoning By-law 438-86 zones the site as industrial, I1 D2. This zoning permits industrial uses to a maximum density of 2 times the area of the lot and a height limit of 14 metres. Residential uses are not permitted in this zoning category. See Attachment No. 4 for the Zoning By-law map.

Design Guidelines

The following design guidelines have been used in the evaluation of this application:

- Mid-Rise Building Performance Standards and Addendum;
- Growing Up: Planning for Children in New Vertical Communities;
- Pet Friendly Design Guidelines; and
- Toronto Accessibility Design Guidelines.

The City's Design Guidelines may be found here: <https://www.toronto.ca/city-government/planning-development/official-planguidelines/design-guidelines>

Toronto Green Standard

The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. The TGS can be found here: <https://www.toronto.ca/citygovernment/planning-development/official-plan-guidelines/toronto-green-standard>

COMMUNITY CONSULTATION

A Community Consultation Meeting was held on June 20, 2018 and was attended by 25 people. At the meeting, City staff and the applicant's team gave presentations on the site and surrounding area, the existing planning framework, and the proposed development. Following the presentations, City staff led a question and answer format discussion. Comments and questions provided by the meeting attendees included:

- The overall height of the building and the rationale used for its justification;
- How this proposal is being considered in relation to the other recently approved developments in proximity;
- The proposals' conformity with Site and Area Specific Policy 403;
- How the proposal transitions to the Neighbourhoods designated areas located to the north and east of the site; and
- The proposals' relationship to the heritage-designated Gladstone Hotel located on the corner of Queen Street West and Gladstone Avenue.

The issues raised through community consultation have been considered through the review of the application. Comments with respect to the proposed height, fit within the surrounding context and conformity to Site and Area Specific Policy 403 are addressed in the Comments section below.

Statutory Public Meeting Comments

In making their decision with regard to this application, Council members will have had an opportunity to view the oral submissions made at the statutory public meeting held by the Toronto and East York Community Council for this application, as these submissions are broadcast live over the internet and recorded for review.

COMMENTS

Provincial Framework

Staff's review of this application has had regard for the relevant matters of provincial interest set out in the Planning Act. Staff have reviewed the current proposal for consistency with the Provincial Policy Statement, and conformity with the Growth Plan. Staff find the proposal to be consistent with the PPS and conforms with the Growth Plan.

Land Use

The proposed residential use is acceptable and conforms to the applicable policies of the Official Plan. The Official Plan states that development in Mixed Use Areas will be encouraged to create a balance of high quality commercial, residential, institutional and open space uses that reduces automobile dependency and meet the needs of the local community.

While the site is currently zoned for industrial uses in the former City of Toronto Zoning By-law 438-86, this is a remnant from previous land uses in the area, and the residential uses proposed through this application are appropriate and compatible with the surrounding context.

Public Realm

City Planning staff have reviewed the application in the context of the public realm policies of the Official Plan, as well as the relevant design guidelines that apply to this site and are satisfied that the proposal conforms with the applicable policies of the Official Plan. The proposed building will provide a 5.2 metre public realm from curb to building face, as well as a 2.2 metre pedestrian clearway, and 1.2 metre street tree planting strip adjacent to the curb.

Sidewalk landscaping has also been proposed that includes three new street trees, which are complemented by the raised planters delineating the private terrace areas and the main entrance. Taken together, these building elements contribute to a high-quality public realm that is consistent with and meets the intent of the Official Plan.

Built Form

City Planning staff finds that the proposal conforms with the applicable Official Plan policies with respect to built form and massing. Furthermore, the proposal meets the intent of the Mid-Rise Buildings Performance Standards and Addendum.

As it relates to Policy 4.5.2 of the Official Plan for lands designated Mixed Use Areas, the proposed development has been massed and located to provide transition between areas of different development intensity and scale. The proposed building contributes to the pattern of taller buildings in close proximity which step down gradually to the lower-scale Neighbourhood built form to the north of the site. The building has also been massed to frame the edges of the public street and generally maintains good building proportions with a design that maintains sunlight and comfortable wind conditions.

The proposed height of 6-storeys (20.5 metres, including mechanical penthouse) is appropriate for the site and fits within the planned context. The massing is generally aligned with, and in some instances lower than, existing heights of developments in proximity, particularly to the south and west of the Site. The building height of 18.5 metres, not including the mechanical penthouse, also generally aligns with the height of the roofline along the northern portion of the Gladstone Hotel and falls well below that of the overall height of the southern portion of the Gladstone Hotel which is noted as a policy standard in Site and Area Specific Policy 403.

The proposed building has also been designed with a height that is consistent with the City's Mid-Rise Building Performance Standards and Addendum. This proposal has a streetwall and overall height that is generally in keeping with the existing right-of-way width of Gladstone Avenue (20 metres). The proposed height of 18.5 metres falls below the suggested 1:1 ratio of building height to street width and the building is contained within all angular planes set out in the Mid-Rise Performance Standards.

Shadow Impact

A sun/shadow study was prepared by the applicant to support the proposal and assess the extent of the shadow from the proposed building on the spring and fall equinoxes (March 21 and September 21). During the equinoxes, there is relatively little impact on the lower-scale Neighbourhood streets and properties to the north of the site, and no impacts on parks.

The shadow impact resulting from the proposal is acceptable. The proposal adequately limits shadow impacts on Neighbourhoods in close proximity to the site, particularly during the spring and fall equinoxes.

Wind Impact

A Pedestrian Level Wind Study was submitted in support of the application. The study concludes that wind conditions on and around the Site are expected to be suitable for the intended pedestrian uses on a seasonal basis.

City Planning staff have reviewed the Pedestrian Level Wind Study and are satisfied with the assessment and conclusions contained within the study.

Parkland

In accordance with Chapter 415, Article III of the Toronto Municipal Code, the applicant is required to satisfy the parkland dedication requirement through a cash-in-lieu payment. The value of the cash-in-lieu of parkland dedication will be appraised through Real Estate Services. Payment will be required prior to the issuance of the first above grade building permit.

Servicing and Stormwater Management

The applicant has submitted a Functional Servicing and Stormwater Management Report, Civil and Utilities plans, a Hydrogeological Report and Geotechnical Study all in support of the subject application.

Engineering and Construction Services (ECS) staff have noted that the plans provided for the site include the release, removal and relocation of an existing City sewer easement. Staff have noted that the applicant has not provided a clear plan for the phasing of this work. In comments to the applicant, staff have indicated that an (H) - Holding Symbol will be recommended to be included in the Zoning By-law amendment for the site, to be removed at a time when the relocated city sewer has been constructed, is operational, and an appropriate sewer easement has been conveyed to the City.

As part of the work required to lift this (H) - Holding Symbol, it has been requested that the applicant clearly show the phasing related to the release of the existing easement and municipal sewer, identify the future easement and new sewer, and provide a plan to explain the responsibility for undertaking this work, as well as a phasing plan per City standard procedures. All this work must be to the satisfaction of General Manager of Toronto Water and the Chief Engineer and Executive Director of Engineering and Construction Services.

Traffic Impact, Access, Parking and Loading

A Transportation Impact Study was submitted to assess the traffic impact, access, parking and loading arrangements for this development. Transportation Services staff have reviewed the Transportation Impact Study and accepted its conclusions.

The proposed development will provide an overall total of 34 bicycle parking spaces in a bike room located on the ground floor, accessed through the lobby, and an additional six short term bike spaces will be provided along Gladstone Avenue via three City of Toronto bike rings.

Solid Waste Management have indicated that they will provide curbside, multi-residential collection service with shared bins for all residents to this development for garbage, recycling and organics.

The proposal will provide for two levels of underground parking, which will accommodate a total of 21 parking spaces, including one accessible parking space. Entry to the below grade parking will be provided from a private laneway located on the

north side of the Site, accessed from Gladstone Avenue. Two car elevators will be utilized to transport the vehicles above and below grade. Six EVSE (“Electric Vehicle Supply Equipment”) spaces will also be provided.

Toronto Green Standard

Council has adopted the four-tier Toronto Green Standard (the "TGS"). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the TGS. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement.

The applicant is required to meet Tier 1 of the TGS. The applicant is encouraged to achieve Tier 2 or higher to advance the City's objectives for resilience and to achieve net-zero emissions by 2040 or sooner. Performance measures for the Tier 1 development features will be secured through the Site Plan Agreement.

Conclusion

The proposal has been reviewed against the policies of the PPS, the Growth Plan and the Toronto Official Plan. Staff are of the opinion that the proposal is consistent with the PPS and conforms with the Growth Plan. Furthermore, the proposed amendment to the Zoning By-law will set a good precedent for future developments on other sites designated Mixed Use Areas in proximity. The proposed development has an appropriate built form and offers a positive relationship with the surrounding public realm. Planning staff recommend City Council approve the Zoning By-law Amendment application, subject to the inclusion of a holding symbol to address engineering matters.

CONTACT

Patrick Miller, Planner, Community Planning
Tel. No. (416) 338-3002
E-mail: Patrick.Miller@toronto.ca

SIGNATURE

Willie Macrae, BA, MES, MCIP, RPP
Acting Director, Community Planning, Toronto and East York District

ATTACHMENTS

City of Toronto Data/Drawings

Attachment 1: Location Map

Attachment 2: Application Data Sheet
Attachment 3: Official Plan Land Use Map
Attachment 4: Existing Zoning By-law Map
Attachment 5: Draft Zoning By-law Amendment

Applicant Submitted Drawings

Attachment 6: Site Plan
Attachment 7a: 3D Model of the Proposal in Context Looking Northwest
Attachment 7b: 3D Model of the Proposal in Context Looking Southeast
Attachment 8: Building Elevation - West
Attachment 9: Building Elevation - North
Attachment 10: Building Elevation - South

Attachment 1: Location Map



Attachment 2: Application Data Sheet

Municipal Address: 31 GLADSTONE AVE Date Received: May 10, 2018

Application Number: 18 156712 STE 18 OZ

Application Type: OPA / Rezoning, Rezoning

Project Description: Zoning By-law Amendment Application proposing a new 6-storey residential building containing 28 units, 21 parking spaces and 34 bike parking spaces.

Applicant	Agent	Architect	Owner
SEAN GALBRAITH		RICHARD ZIEGLER	BRUZIO NARDO

EXISTING PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas Site Specific Provision: SASP 403

Zoning: 438-86 I1 D2 Heritage Designation: N

Height Limit (m): 10 M Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq m): 936 Frontage (m): 27 Depth (m): 34-37

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	388		624	624
Residential GFA (sq m):	155		2,909	2,909
Non-Residential GFA (sq m):	477			
Total GFA (sq m):	631		2,909	2,909
Height - Storeys:	2		6	6
Height - Metres:	8		19	19

Lot Coverage Ratio (%): 66.64 Floor Space Index: 3.11

Floor Area Breakdown Above Grade (sq m) Below Grade (sq m)

Residential GFA: 2,909

Retail GFA:

Office GFA:

Industrial GFA:

Institutional/Other GFA:

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:	3			
Freehold:				
Condominium:			28	28
Other:				
Total Units:	3		28	28

Total Residential Units by Size

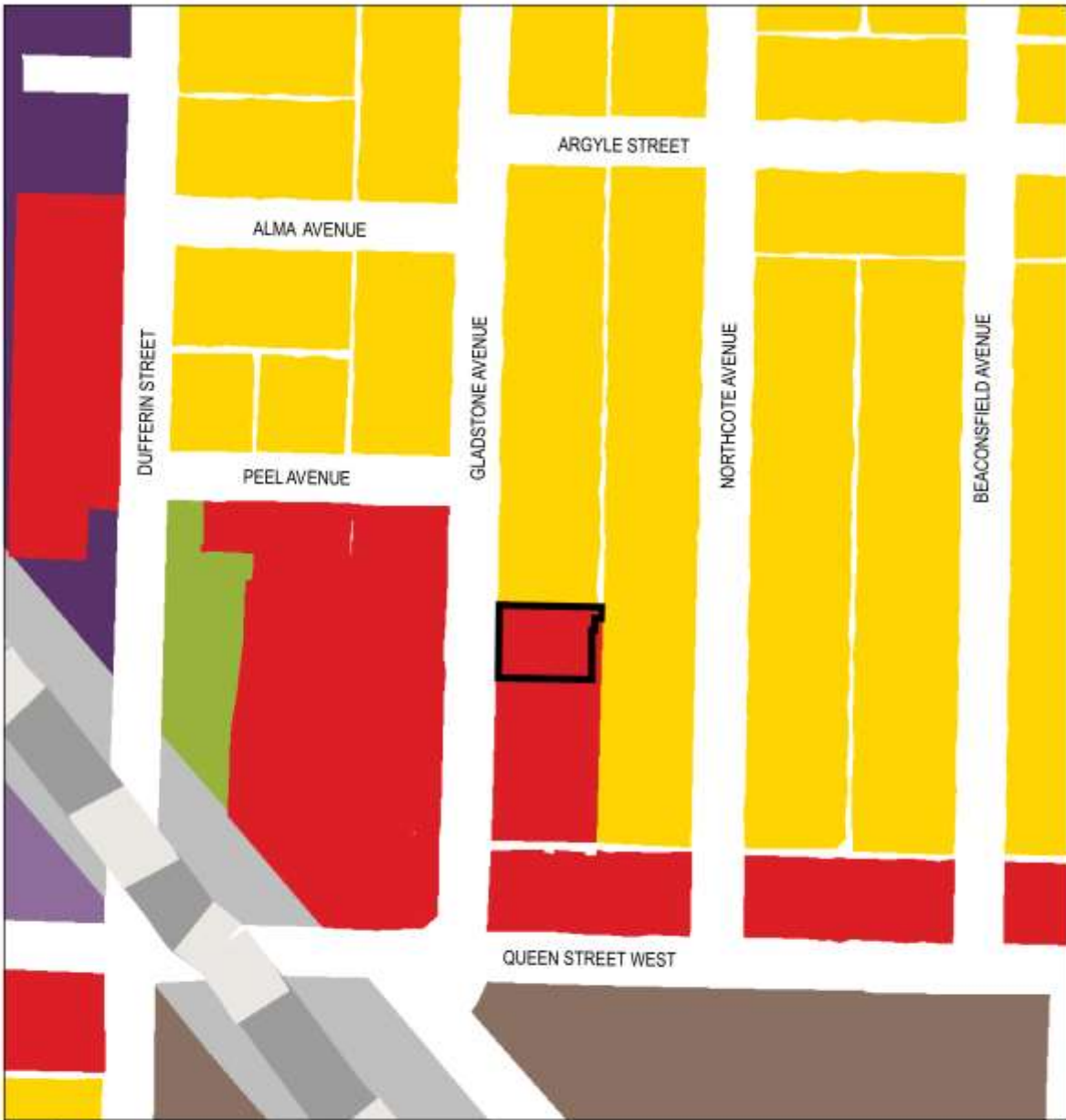
	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:			10	15	3
Total Units:			10	15	3

Parking and Loading

Parking Spaces:	21	Bicycle Parking Spaces:	34	Loading Docks:	
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CONTACT:

Patrick Miller, Planner, Community Planning
416-338-3002
Patrick.Miller@toronto.ca



Official Plan Land Use Map #18

31-37 Gladstone Avenue

File # 10 156712 STE 18 0Z




 Not to Scale
 Extracted: 04/19/2023

Attachment 4: Existing Zoning By-law Map



Zoning By-law 569-2013

31-37 Gladstone Avenue

File # 18 156712 STE 18 02

Location of Application

R Residential
 CR Commercial Residential
 EL Employment Light Industrial
 UT Utility and Transportation

See Former City of Toronto By-Law No. 438-86

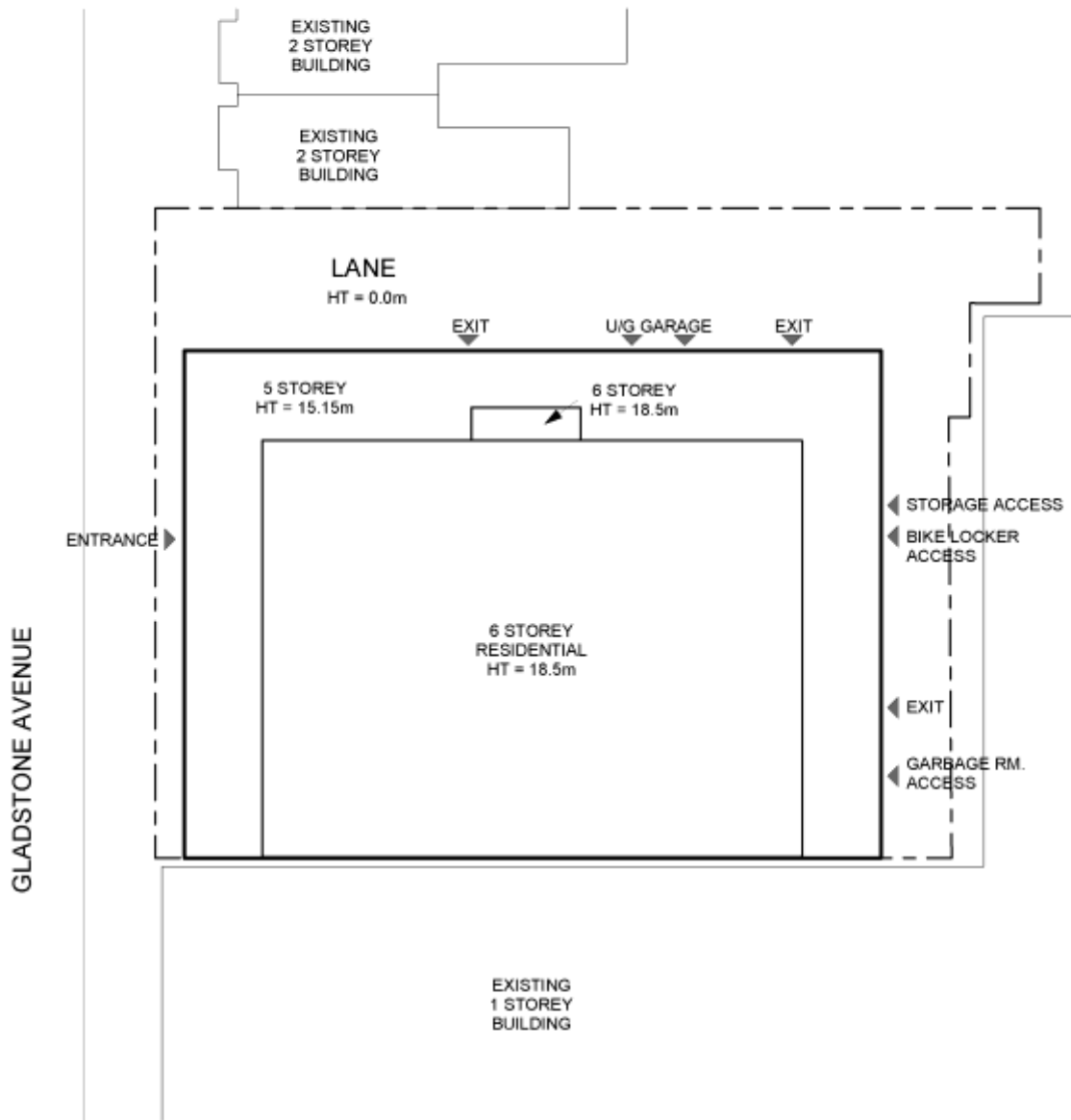
R2 Residential District
 R4 Residential District
 MCR Mixed-Use District
 RA Mixed-Use District
 I1 Industrial District



Not to Scale
 Extracted 05/01/2018

The draft Zoning By-law Amendment will be made available on or before the May 24, 2023 Toronto and East York Community Council.

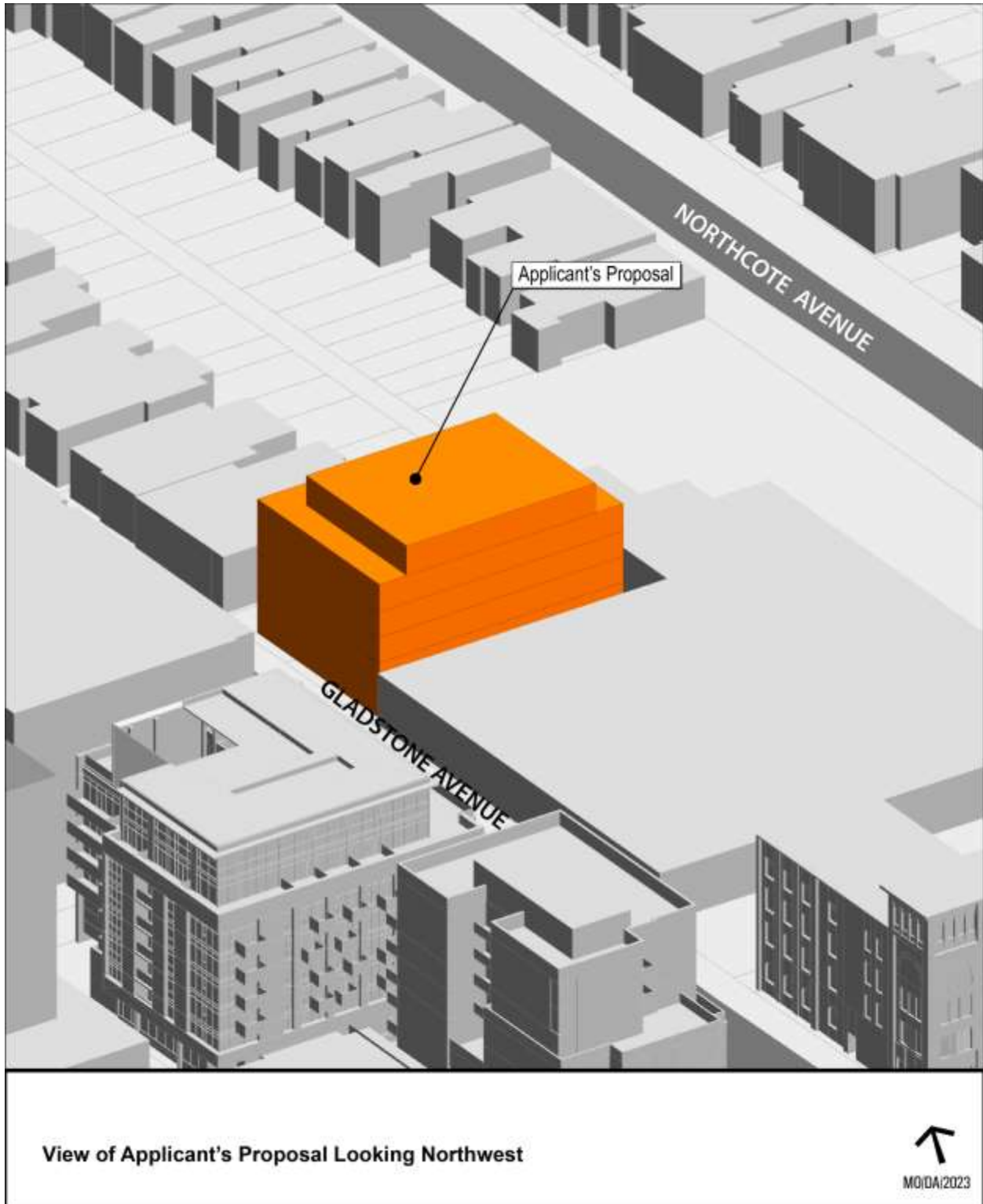
Attachment 6: Site Plan



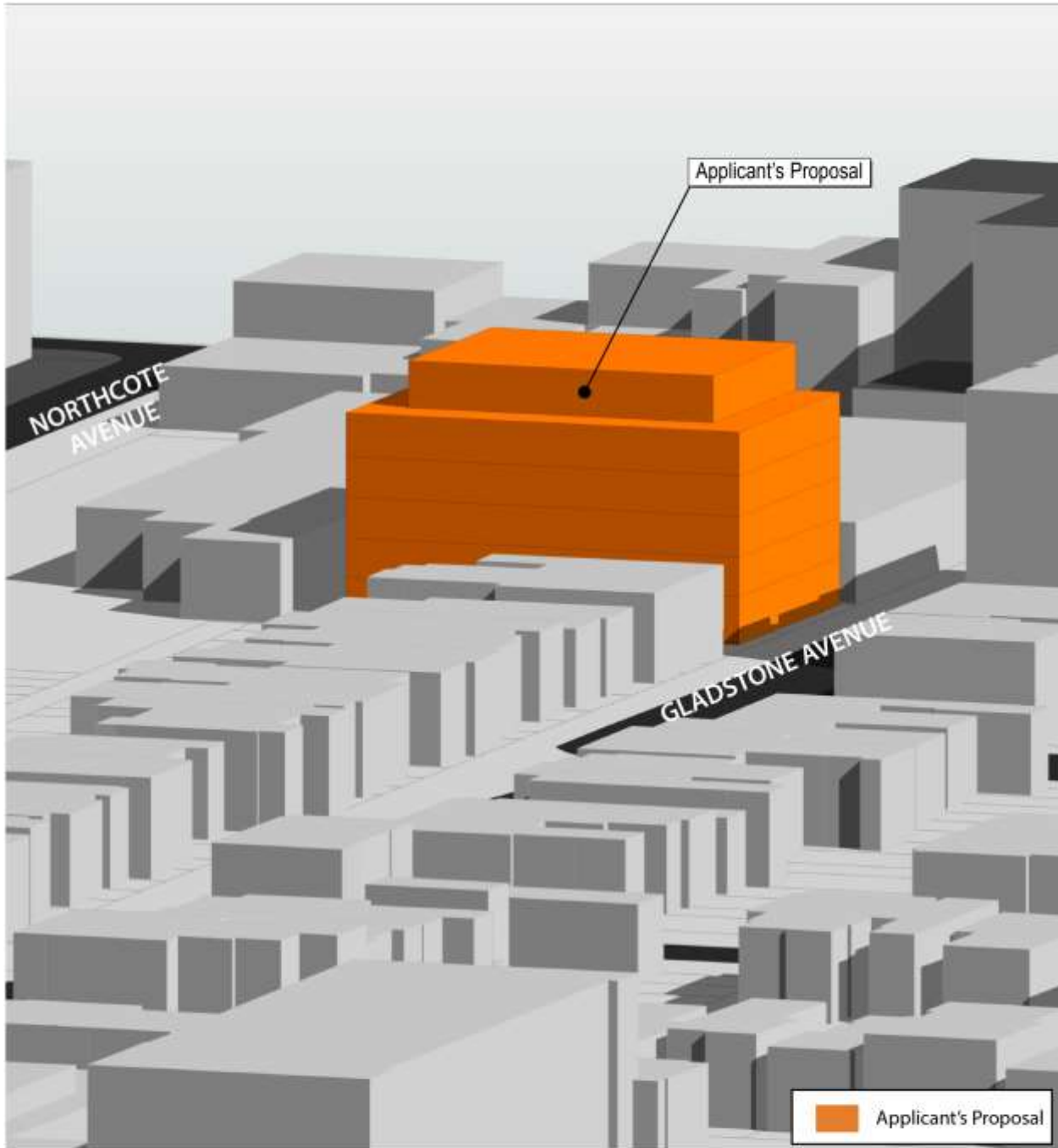
Site Plan



Attachment 7a: 3D Model of the Proposal in Context Looking Northwest



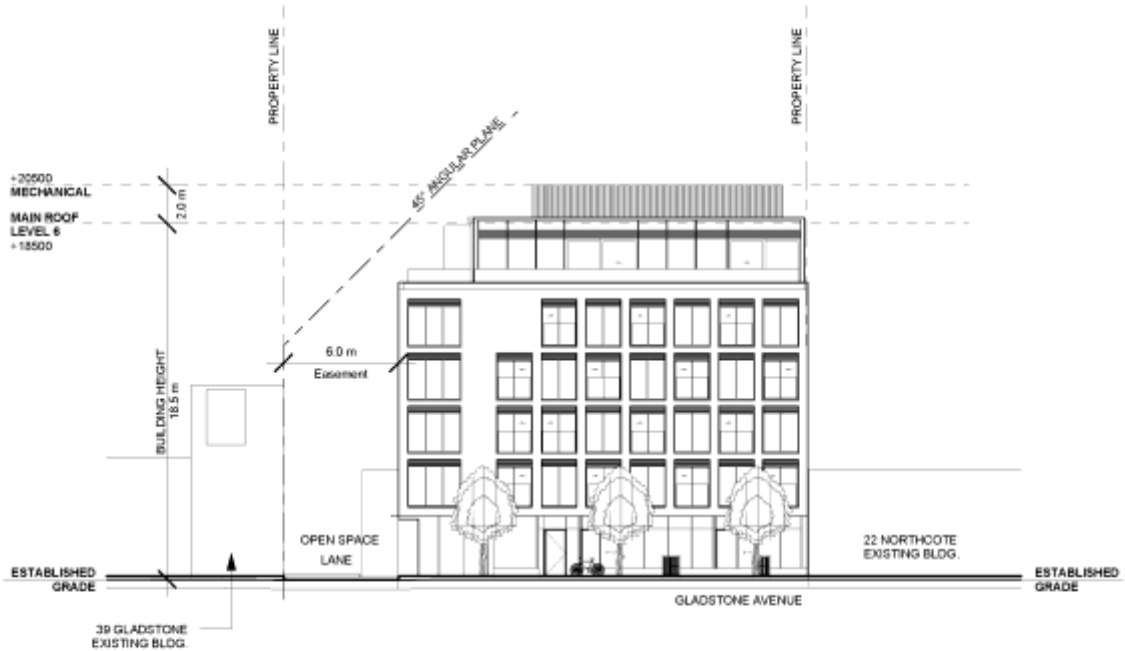
Attachment 7b: 3D Model of the Proposal in Context Looking Southeast



View of Applicant's Proposal Looking Southeast

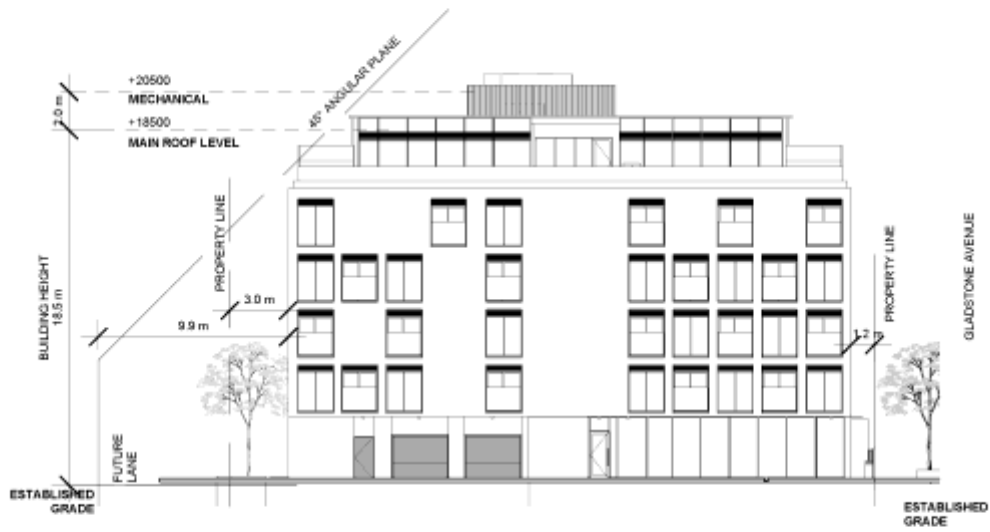


Attachment 8: Building Elevation - West



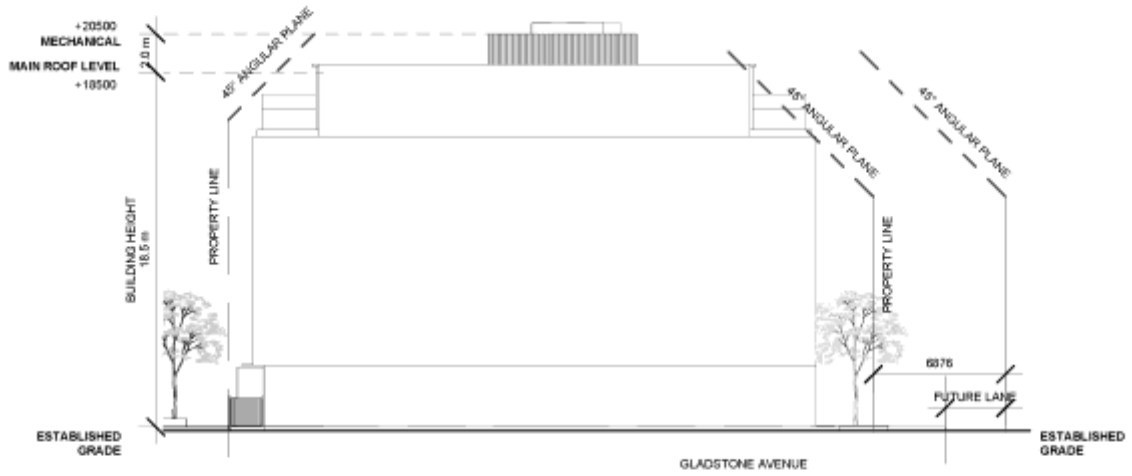
West Elevation

Attachment 9: Building Elevation - North



North Elevation

Attachment 10: Building Elevation - South



South Elevation