

85 Laird Drive – Zoning Application - Final Report

Date:	December 18, 2007
To:	North York Community Council
From:	Director, Community Planning, North York District
Wards:	Ward No. 26, Don Valley West
Reference Number:	Zoning Amendment Application: 06 176563 NNY 26 OZ Site Plan Control Application: 06 176568 NNY 26 SA

SUMMARY

An application has been submitted to permit the development of four motor vehicle dealerships at 85 Laird Drive on a former industrial property at the western boundary of the Leaside Business Park.

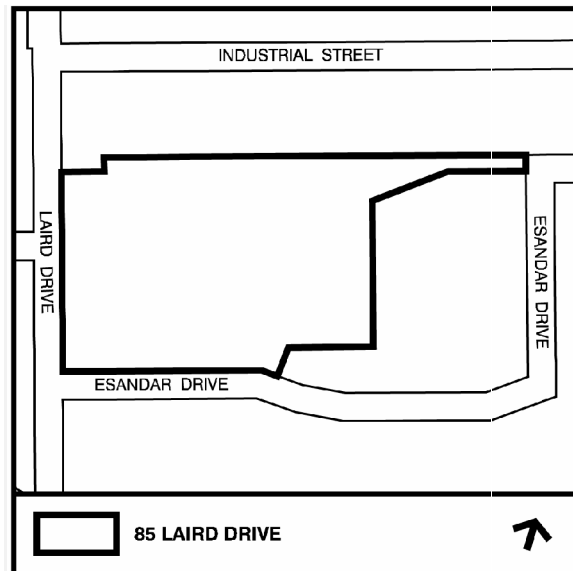
The proposal also includes the retention of the former Canadian Northern Railway Eastern Lines Locomotive Shop located adjacent the eastern boundary of the property. The incorporation of the existing Locomotive Shop, which will function as the service area for two of the dealerships, has been reviewed as part of the proposal and will be part of the Site Plan review. A report on the designation of the Locomotive Shop under Part IV of the *Ontario Heritage Act* will be presented concurrently with this report.

This report reviews and recommends approval of the application to amend the Zoning By-law.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend the Zoning By-law No. 1916 for the former Borough of East York as set out in this report.



2. before introducing the necessary Bills to City Council for enactment, require that Notice of Conditions of Approval be issued under Section 41 of the Planning Act.

FINANCIAL IMPACT

There are no financial implications resulting from the adoption of this report.

DECISION HISTORY

In July 2006 the property was approved by City Council for inclusion in the City of Toronto Inventory of Heritage Properties (July 25, 26 and 27, 2006). At that time Council directed that the designation of the former Canadian Northern Railway Lines Locomotive Shed at 85 Laird Drive, under the *Ontario Heritage Act*, be processed in conjunction with the anticipated planning application to develop the property. The applications for zoning By-law amendment and site plan control approval were submitted on September 18, 2006.

ISSUE BACKGROUND

Proposal

The proposed redevelopment would replace most of the structures on the former industrial site known as the Winkpak property at 85 Laird Drive with four motor vehicle dealerships. The dealership buildings would range in size between 2,410 m² (25,942 ft²) and 2,820 m² (30,355 ft²) and would be two storeys in height. The proposal also includes the retention of the former Canadian Northern Railway Eastern Lines Locomotive shop located adjacent the eastern boundary of the property. The former locomotive shop is proposed to be retained as part of two of the four proposed motor vehicle dealerships. The proposed development would have a density of approximately 0.5 FSI and a lot coverage of approximately 34%.

Vehicular access to the site would be provided from Esandar Drive. A total of 327 surface parking spaces are proposed, with an additional 182 spaces for car storage (113 spaces at grade and 69 spaces below grade). The site plan, elevations and landscape plan are attached as Attachment No.'s 1, 2 and 3. The application data sheet is attached as Attachment No. 5.

In the review of this application, the proposed vehicle access from Laird Drive has been deleted. Three vehicle access points from Esandar Drive will be provided. The narrow strip of land extending eastward to the north of the adjacent property is intended for the exclusive use of truck traffic. The proposed development will necessitate the signalization of the intersection of Laird Drive and Esandar Drive. A ramp to provide vehicular access to a proposed second floor on the north side of the heritage Locomotive Shop has also been removed.

The applicant is seeking to have the lands rezoned to permit the operation of four motor vehicle dealerships and associated uses including motor vehicle service and repair uses and the outside storage, parking and display of new and used motor vehicles.

Site and Surrounding Area

The property is 3.4 hectares (8.4 acres) in size and fronts on both Laird Drive to the west and Esandar Drive to the south. The property is generally flat with a slight decline in elevation from north to south. A portion of the property extends past the northern boundary of the adjacent property to provide an additional access to Esandar Drive. Two large industrial buildings which had occupied much of the property have been demolished. The only building remaining on the property is the former Canadian Northern Railway Eastern Lines Locomotive Shed at the eastern end of the property constructed as part of a larger locomotive repair facility and marshalling yard.

- North: A variety of industrial and commercial uses including a bicycle shop, a restaurant and number of motor vehicle and truck related service and repair facilities.
- South: An office building, motor vehicle parking and storage and an motor vehicle repair operation are located on the south side of Esandar Drive. Further to the south are a variety of small businesses and fast food restaurants (fronting on Laird Drive) and a variety of small business (including a waste transfer station) on Canvarco Road.
- East: A waste transfer station is located on the abutting lands to the east. Further east are a variety of commercial and industrial operations including a concrete batch plant and associated offices and a metal recycling operation.
- West: On the west side of Laird Drive are a variety of small commercial uses including restaurants and motor vehicle sales and service uses. Behind the commercial properties on Laird Drive is a residential neighbourhood of predominantly detached homes.

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. Council's decisions are required to be consistent with the PPS. The new Toronto Official Plan compliments policies in the PPS and the two documents support each other.

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 for infrastructure to support growth, 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 City of Toronto Official Plan designates these lands (and the employment lands associated with the Leaside Business Park) as '*Employment Areas*'. The Urban Structures

Map of the Official Plan also recognizes these lands as ‘Employment District’. These designations are intended to protect and enhance employment uses.

Motor vehicle dealerships are employment uses which are supportive of the business and economic activity in Employment Areas.

The Official Plan provides criteria to review development proposed within Employment Districts (Section 2.2.4 of the Official Plan) and Employment Areas (Section 4.6). The objective of these criteria is to ensure that proposed developments contribute to the creation of competitive, attractive, highly functional employment areas. Among the other relevant policies referenced in evaluating the proposal (including the site plan control application) are the policies related to the Built Environment (Chapter 3) including the heritage policies in Section 3.1.5.

Zoning

The lands in question are subject to a split zoning, with the lands fronting Laird Drive zoned M1 Light Industrial and the balance of the property subject to the M2 General Industrial zoning in Zoning By-law No. 1916 of the former Borough of East York. (See Attachment No. 4, Existing Zoning). ‘Automotive trade’, the definition used in the Zoning By-law to define motor vehicle sales and repair uses, is not a permitted use in either of these zones. Motor vehicle repair shops, which are also proposed to be included as a permitted use associated with the principle use (motor vehicle dealerships), are prohibited in all Industrial zones.

Site Plan Control

The applicant has applied for site plan control approval under Section 41 of the *Planning Act*. Staff are reviewing the application which has recently been revised to address staff comments.

Reasons for Application

An amendment to the Zoning By-law is necessary to permit motor vehicle dealerships, motor vehicle repair shops and associated uses such as the parking, storage and display of new and used motor vehicles.

Community Consultation

The applicants proposal was presented to local residents at a Community Consultation meeting held on March 13 of 2007 at the Leaside Branch of the Toronto Public Library. The meeting was attended by the local Councillor and his Executive Assistant, the applicant and consultants as well as City staff. Approximately 30 members of the public were in attendance. The community expressed the following concern and opinions regarding the proposal:

- traffic impacts, including potential for infiltration into the residential community on the west side of Laird Drive as a result of a proposed access off Laird Drive;
- need for a clear view of the heritage building from Laird Drive;
- the possible negative impact of light infiltration into the residential areas west of Laird Drive as a result of tall light standards;
- Environmental impacts such as stormwater runoff due to impermeable surfaces and use of energy efficient materials and lighting; and
- Possible impacts due to demolition and decommissioning of the former industrial site.

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

Provincial Policy Statement and Provincial Plans

The proposal is consistent with the PPS as the proposed motor vehicle dealerships will contribute to the stability of the employment area. The proposed streetscape improvements will result in an attractive streetscape on Laird Avenue and Esandar Drive which will contribute to the attractiveness of the employment area and result in a better environment for pedestrians.

The preservation of the Locomotive Shed and its designation under the *Heritage Act* will preserve a significant built heritage resource which will serve as a visible link to the history of the railway in the development of the Leaside community.

Land Use

The proposed sale, storage and associated repair and servicing of motor vehicles is not in conflict with existing uses on adjacent lands. There are several motor vehicle dealerships and motor vehicle related businesses in the area, including several which front on Laird Drive, predominantly located at the edge of the Leaside Business Park adjacent either Laird Drive or Eglinton Avenue.

The site plan will provide for screening where appropriate (adjacent the industrial properties to the north and the waste transfer station to the east) and the Zoning By-law and site plan will ensure the development presents an attractive streetscape on both Laird Drive and Esandar Drive.

Proposed Zoning

A site specific zone based on the M1 Light Industrial zone, which reflects current permissions for properties fronting on Laird Drive and precludes the use of the property for retail or commercial uses is proposed. This site specific zoning would permit the operation of four motor vehicle dealerships and associated uses including service and repair uses and the parking, storage and display of new and used motor vehicles. The zoning proposal limits the height and location of all structures on the site to those proposed in the Zoning By-law application and also outlines requirements for landscaping, particularly on the Laird Drive frontage and limits the area available for motor vehicle storage on the site.

Heritage Preservation

In July 2006 the former Canadian Northern Railway Eastern Lines Locomotive Shop located on the eastern part of the subject lands was approved by City Council for inclusion in the City of Toronto Inventory of Heritage Properties (July 25, 26 and 27, 2006). At that time Council directed that the designation of 85 Laird Drive, under the *Ontario Heritage*

Act, be processed in conjunction with the anticipated planning application to develop the property. Demolition of non-heritage buildings on the property west of the heritage building was approved by Heritage Preservation Services (HPS) in July 2006.

On December 6, 2007 the City's Preservation Board recommended that Council state its intention to designate the locomotive shop under Part IV of the *Ontario Heritage Act*. The report contained recommendations regarding issues to be addressed prior to site plan control approval.

Heritage Preservation staff have provided the following comments:

Dealerships 1 and 2 will front on Laird Drive and Dealerships 3 & 4 will be attached to the west façade of the Locomotive Shop facing Laird Drive. The view to the centre section of the Locomotive Shop between Dealerships 3 and 4 from Laird Drive will be maintained and enhanced by landscaping (Attachment No. 3). Significant views of the south façade will be maintained from Esander Drive.

The applicant proposes to undertake the following heritage conservation work:

- repair and re-use the existing windows and doors;
- restore three original doorways on the south, west and north facades;
- repair the exterior masonry walls and window surrounds; and
- retain the original clerestory windows, which will remain covered on the exterior.

Proposed alterations include the following:

- the addition of new sash storm windows on the interior of each window;
- four new entrances with overhead garage style door and person door will be placed in the original locomotive openings on the east façade and the existing doors will be removed and stored on-site;
- two new garage door openings and one double door opening will be added, and one new double door will be inserted in an existing opening on the west façade where the Dealerships are attached to the heritage building, to allow for access to the parts and repair shops, and the original windows and bricks that must be removed will be retained or re-used on site; and
- a new single door will be added in a window opening on the north façade and the window and bricks will be carefully removed and stored or re-used on-site.

The Locomotive Shop will be preserved in its entirety. Temporary coverings on the existing windows and doors will be removed and the façade restored. Important heritage attributes of the building will be conserved and restored including the existing windows, doors and masonry. The large scale of the Locomotive Shop makes adaptive re-use challenging, however, Dealerships 3 and 4 may be removed in the future to reveal the full western façade of the heritage building. Alteration of the existing exterior will be minimal and the alterations are reversible.

The newly-opened view to the heritage building from Laird Drive will be partially obscured by Dealerships 3 and 4, the proposed development will enhance the heritage building by maintaining the central portion of the new view, and by creating an open landscaped area in the forecourt directly in front of the centre section of the west facade. Views from Esandar Drive will not be affected.

Density, Height, Massing

The proposed development has a lot coverage of approximately 34% and an FSI of approximately 0.5. The application represented a lesser lot coverage and density than that permitted within the M1 Light Industrial and M2 General Industrial zones in former East York Zoning By-law No. 1916 which applies to properties within the Leaside Business Park. The M1 and M2 zones permit a lot coverage of 75%. The M1 zone permits a maximum density of 0.75 FSI while the M2 zone has no maximum density provision.

The height of the proposed auto dealership buildings at between 8.3 and 10 metres is within the height permissions for the zones. The M1 zone provides for a maximum height of 18.5 metres and the M2 zone permits buildings up to 30 metres in height. The Locomotive Shed to be retained on the property is 15 metres tall.

The proposed automotive dealerships on the west side of the property (adjacent Laird Drive) have been required to be placed so as to match the setback of the Telus Building to the south and to frame the street. A 'view corridor' of 24 metres has been established between the dealership buildings on Laird Drive to provide a clear view of the heritage Locomotive Shed at the east end of the site.

Traffic Impact, Access, Parking

In consultation with the applicant, City staff have determined that the intersection of Esandar Drive and Laird Drive at the south-west corner of the property should be signalized. The proposed functional design of the intersection and proposed intersection improvements are under review by Transportations Services staff and will be finalized through the site plan control process.

The proposed 327 parking spaces on the site meet the requirements of former East York Zoning By-law No. 1916 for 1 space per 47m² of gross floor area .

Loading

The applicant is providing one large motor vehicle delivery loading space for the shared use of the four motor vehicle dealerships. Each dealership is also required to have one regular loading space to satisfy the requirements of By-law No. 1916. These smaller loading spaces will be primarily for service and delivery purposes.

Servicing

The applicant has provided a Functional Servicing Report prepared by Carson Woods Architects Limited for the subject application which has been reviewed by Technical Service staff. The proposal can be adequately serviced by existing infrastructure.

Site Plan Control

Among the issues to be addressed through the site plan control application are the following matters:

1. extensive landscaping on Laird Drive to improve the streetscape and to strictly limit the front yard display of motor vehicles;
2. lighting that is appropriate for the retained heritage building but also doesn't impact the residential properties on the west side of Laird Drive;
3. providing a Detailed Conservation Plan, prepared by a qualified heritage consultant, detailing interventions and conservation work and including as-found photographs of the exterior and interior to the satisfaction of the Manager Heritage Preservation Services; and
4. providing final development plans, a landscape plan and a lighting plan satisfactory to the Manager Heritage Preservation Services.

Environment

The applicant has completed the Green Development Standards Checklist and has indicated a high degree of compliance with the Guidelines for the purposes of air quality and ecology (urban forestry and light pollution). The applicant has indicated that the tender documents will require the contractor to meet the requirements of the Green Development Standards with regard to use of building materials and use of recycled materials.

Tree Preservation

The applicant has provided a tree inventory that reveals there are several trees on the site that meet the size criteria for protection under the City's tree protection By-laws. Several of these trees are proposed to be removed. Urban Forestry staff have provided comments regarding the protection of several trees which had been proposed for removal, changes in the species of trees proposed to be planted on private property and have requested that additional trees be planted on the City's boulevard. The applicant has submitted a revised tree inventory and landscape plan which will be reviewed through the site plan control process.

The owner will be required to submit applications requesting permission to injure or destroy the trees to Urban Forestry Services and a security deposit in the form of a certified cheque or Letter of Credit will be required to cover all associated tree value, removal or replacement cost. The applicant will be required to provide the necessary tree planting guarantees and security deposits prior to site plan control approval.

Development Charges

Development charges do not apply for the proposed use of the property.

CONTACT

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Tel. No. (416) 395-7110

Fax No. (416) 395-7155

E-mail: dnichol2@toronto.ca

SIGNATURE

Thomas C. Keefe, Director
Community Planning, North York District

ATTACHMENTS

Attachment 1: Site Plan

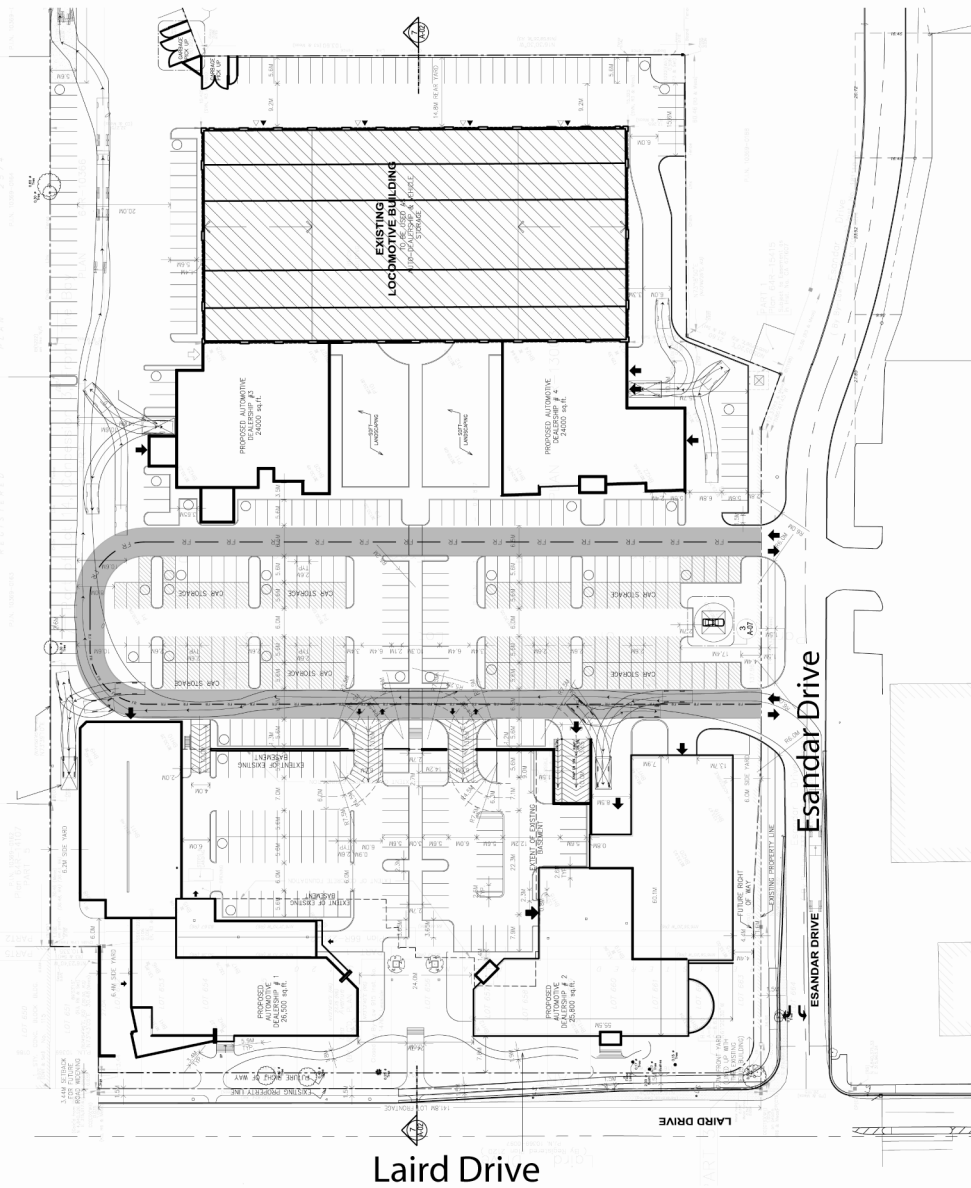
Attachment 2: Elevations

Attachment 3: Landscape Plan

Attachment 4: Zoning

Attachment 5: Application Data Sheet

Attachment 1: Site Plan



85 Laird Drive

File # 06_176563

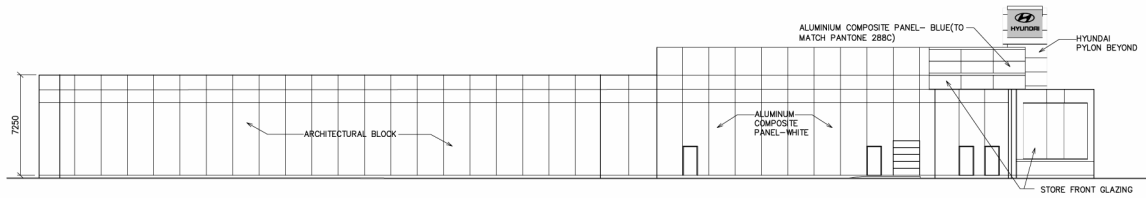
Site Plan

Applicant's Submitted Drawing

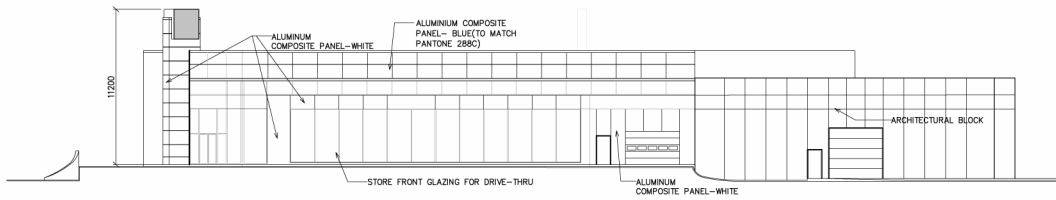
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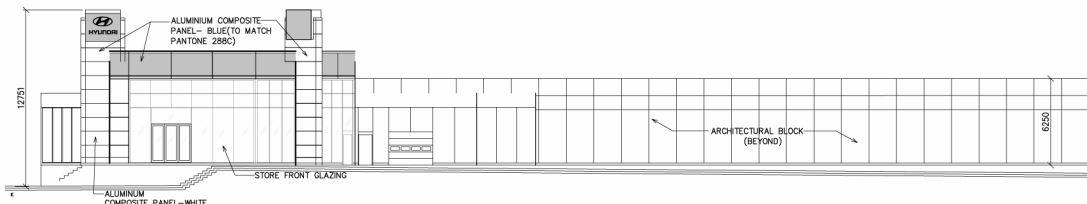
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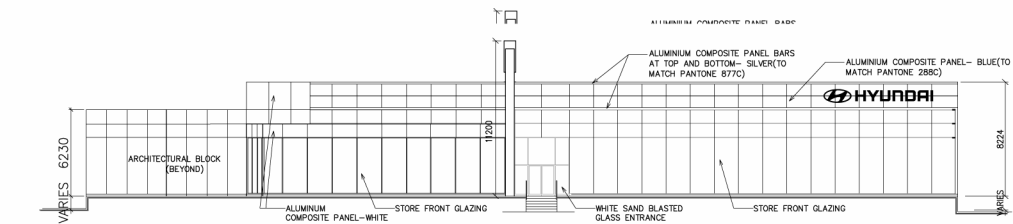
DEALERSHIP 1 - NORTH ELEVATION



DEALERSHIP 1 - EAST ELEVATION



DEALERSHIP 1 - SOUTH ELEVATION



DEALERSHIP 1 - WEST ELEVATION

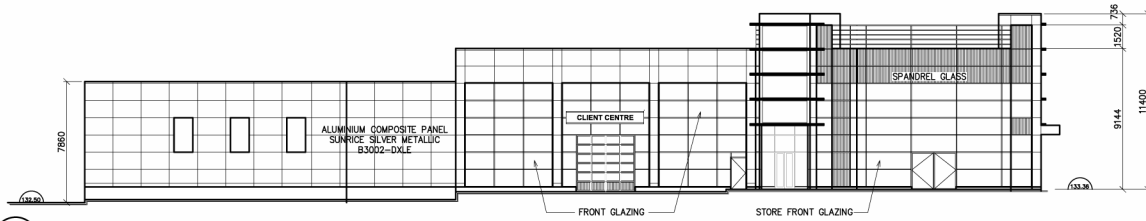
Elevations Dealership 1

Applicant's Submitted Drawing

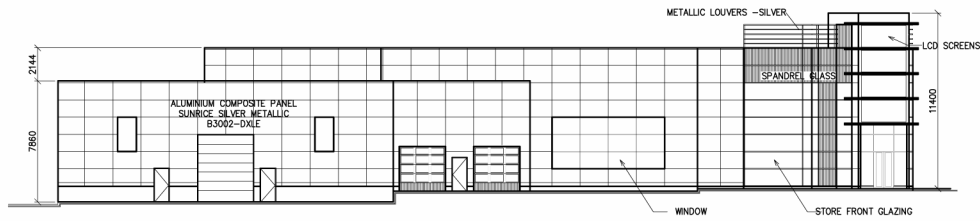
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85 Laird Drive

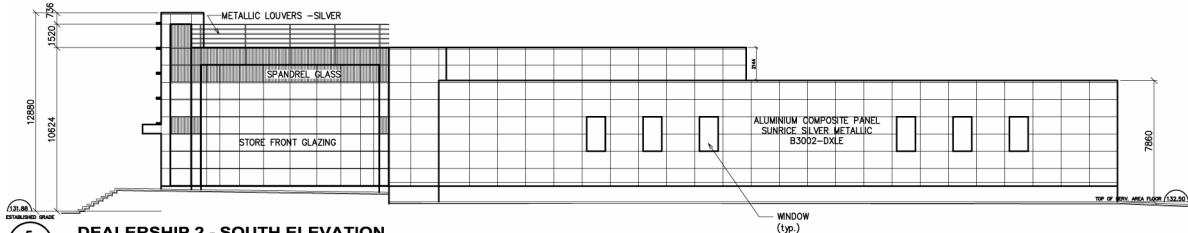
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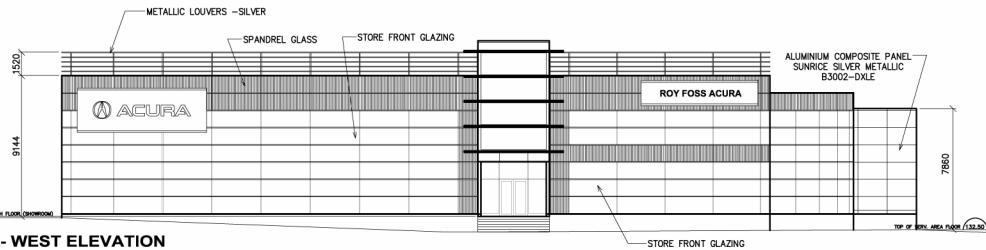
3
A02 DEALERSHIP 2 - NORTH ELEVATION
SCALE 1:200



4
A02 DEALERSHIP 2 - EAST ELEVATION
SCALE 1:200



5
A02 DEALERSHIP 2 - SOUTH ELEVATION
SCALE 1:200



6
A02 DEALERSHIP 2 - WEST ELEVATION
SCALE 1:200

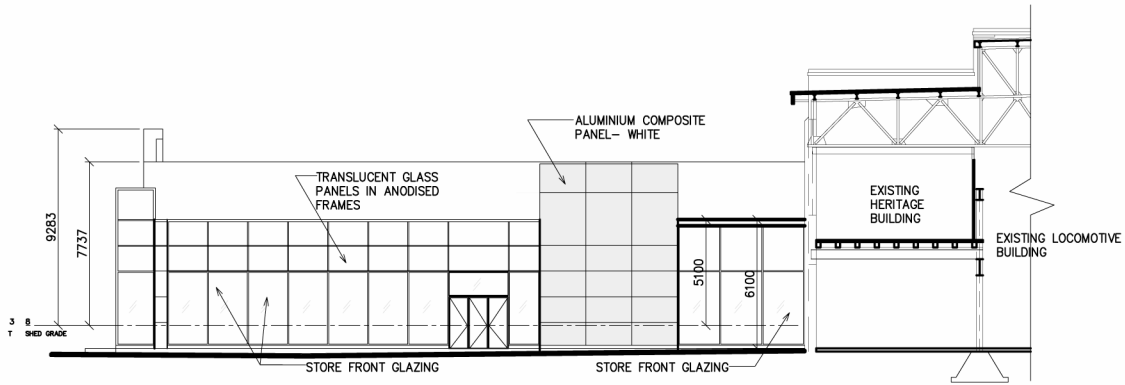
Elevations Dealership 2

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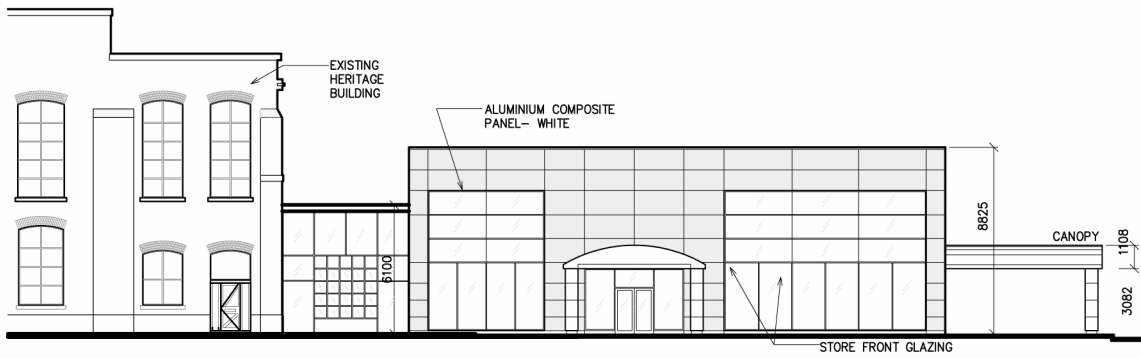
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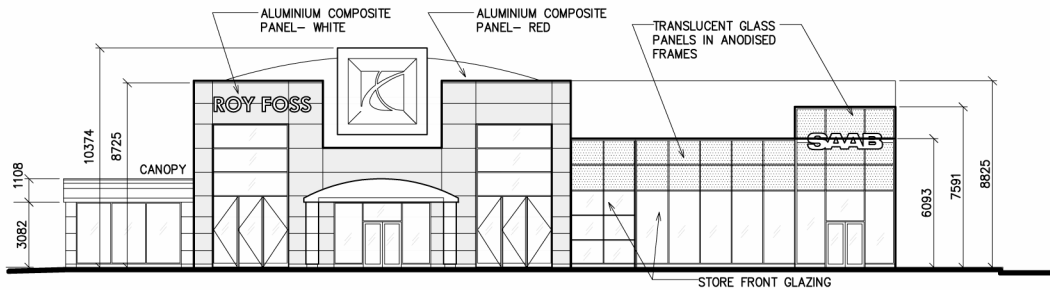
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DEALERSHIP 3 - SOUTH ELEVATION



DEALERSHIP 3 - NORTH ELEVATION



DEALERSHIP 3 - WEST ELEVATION

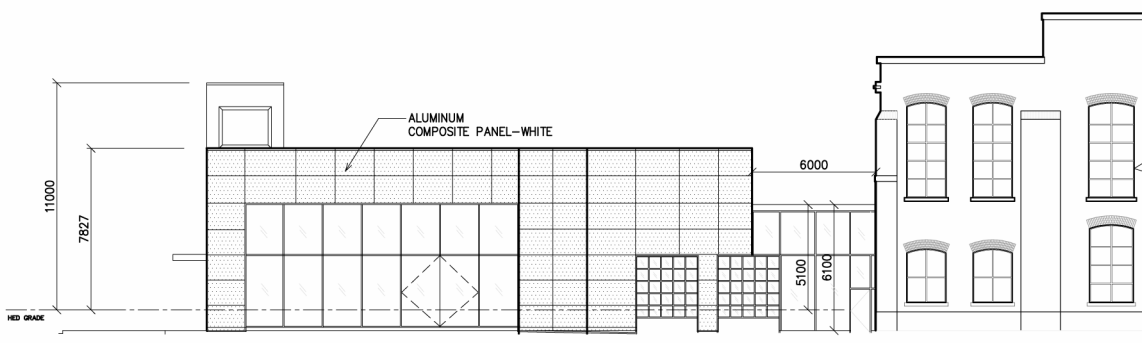
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85 Laird Drive

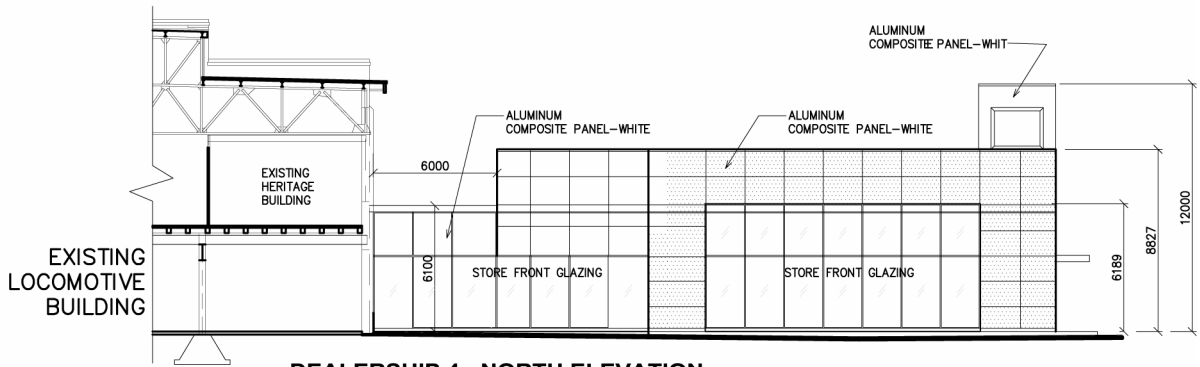
Applicant's Submitted Drawing

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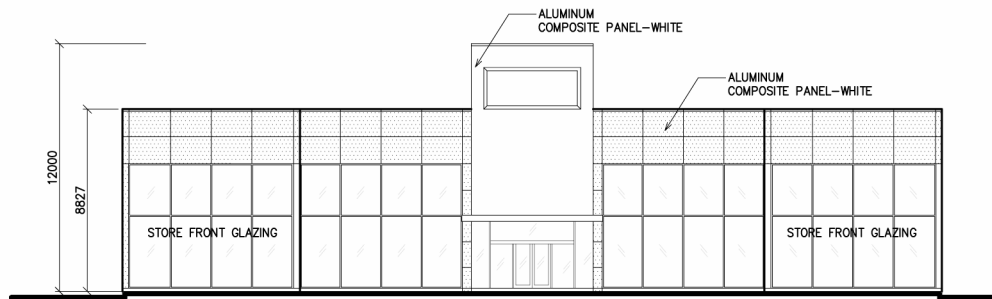
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DEALERSHIP 4 - SOUTH ELEVATION



DEALERSHIP 4 - NORTH ELEVATION



DEALERSHIP 4 - WEST ELEVATION

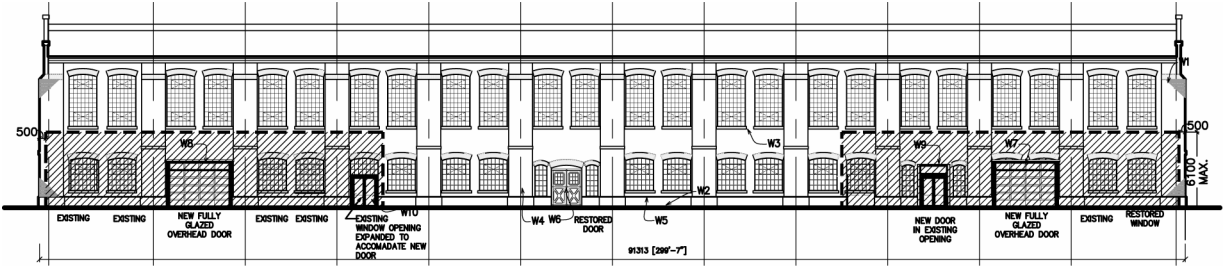
Elevations Dealership 4

85 Laird Drive

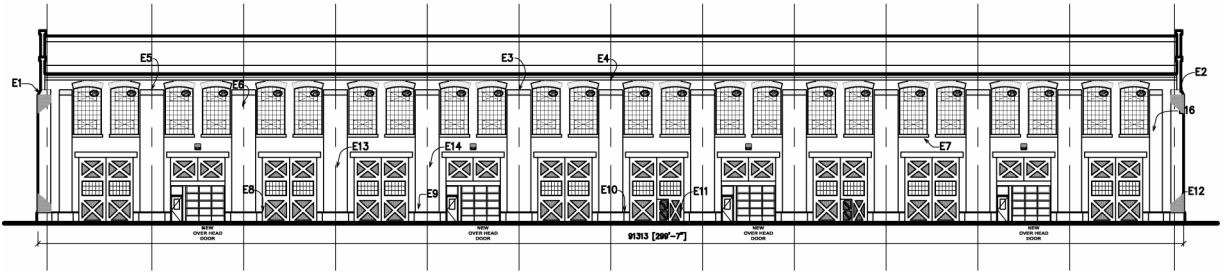
Applicant's Submitted Drawing

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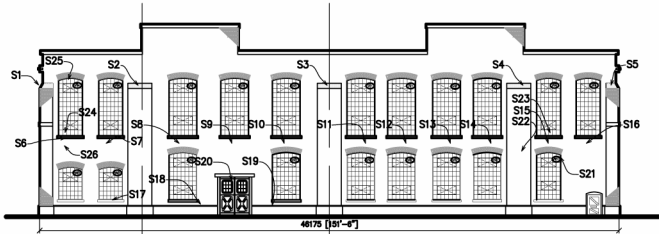
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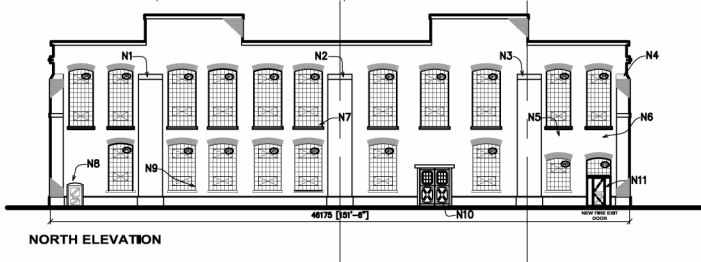
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A02 SCALE: 1/200



EAST ELEVATION



SOUTH ELEVATION



NORTH ELEVATION

Elevations Heritage Building

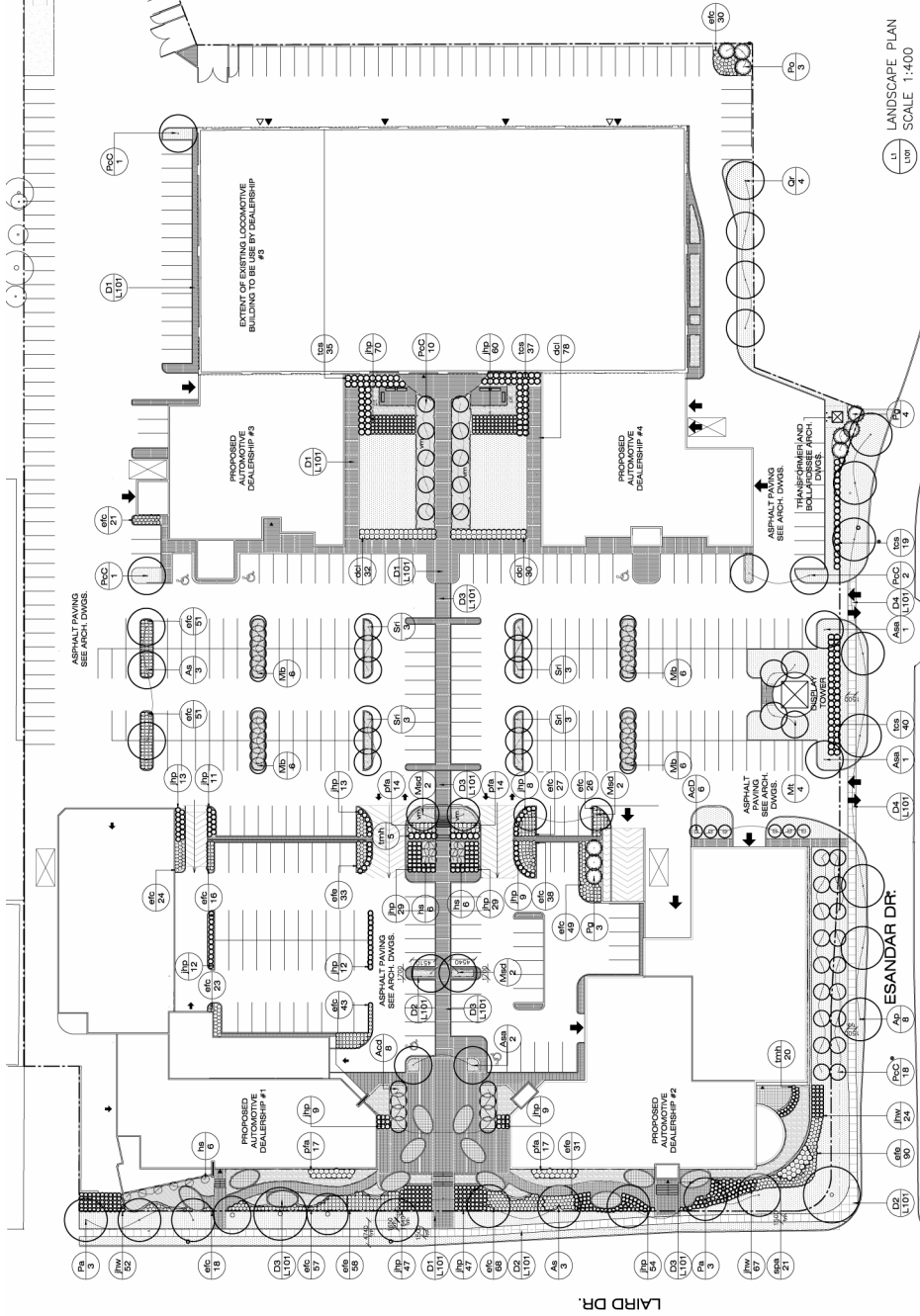
85 Laird Drive

Applicant's Submitted Drawing

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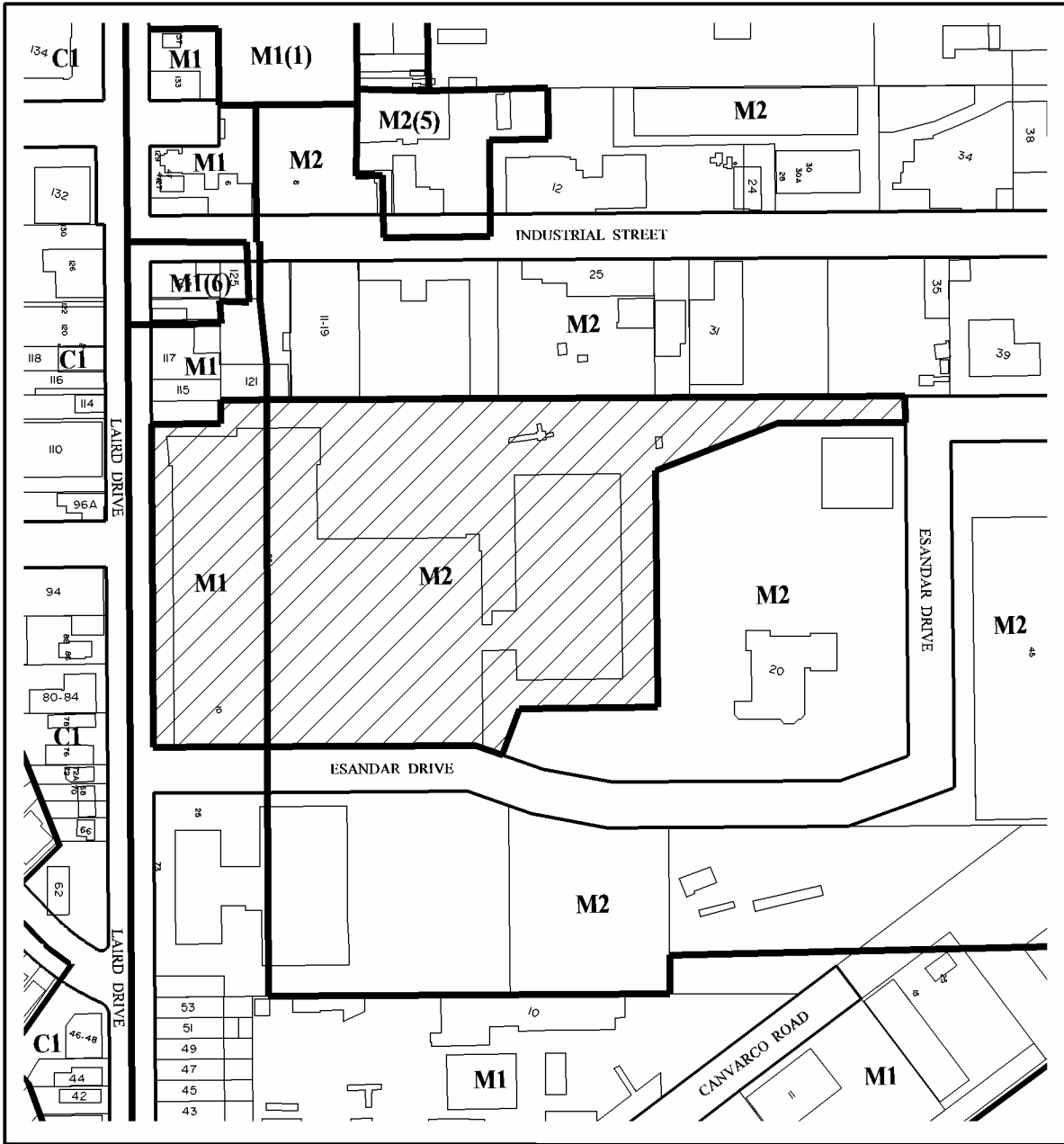
Attachment 3: Landscape Plan



85 Laird Drive
 File # 07_176563

Landscape Plan
 Applicant's Submitted Drawing
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 12/07/2007

Attachment 4: Zoning



TORONTO City Planning Division
Zoning

85 Laird Drive
 File # 06_176563

- M1 Light Industrial
- M2 General Industrial
- C1 Commercial - General



Not to Scale
 East York Zoning By-Law 1916 as amended
 Extracted 12/07/06

Attachment 5: Application Data Sheet

APPLICATION DATA SHEET

Application Type	Rezoning	Application Number:	06 176563 NNY 26 OZ
Details	Rezoning, Standard	Application Date:	September 18, 2006

Municipal Address: 85 LAIRD DR

Location Description: CON 3FB PT LT13 & 14 AND PL 2120 LT652 TO 663 NOW RP 64R13003 PT 1 **GRID N2604

Project Description: Proposal for 4 car dealership, two to be located in the new buildings, and two to be incorporated into the existing former locomotive shed on the east side of the property. The locomotive shed has heritage significance and will be designated under the Heritage Act as such. Alterations to the building are being reviewed by Heritage Preservation Services.

Applicant:	Agent:	Architect:	Owner:
CARSON WOODS ARCHITECTS LIMITED CARSON WOODS			2102230 ONTAIO LTD

PLANNING CONTROLS

Official Plan Designation:	EA	Site Specific Provision:
Zoning:	M1 M2	Historical Status:
Height Limit (m):		Site Plan Control Area:

PROJECT INFORMATION

Site Area (sq. m):	33587	Height:	Storeys:	2
Frontage (m):	142		Metres:	20
Depth (m):	221			
Total Ground Floor Area (sq. m):	11395			Total
Total Residential GFA (sq. m):	0		Parking Spaces:	500
Total Non-Residential GFA (sq. m):	15357		Loading Docks	2
Total GFA (sq. m):	15357			
Lot Coverage Ratio (%):	33.9			
Floor Space Index:	0.46			

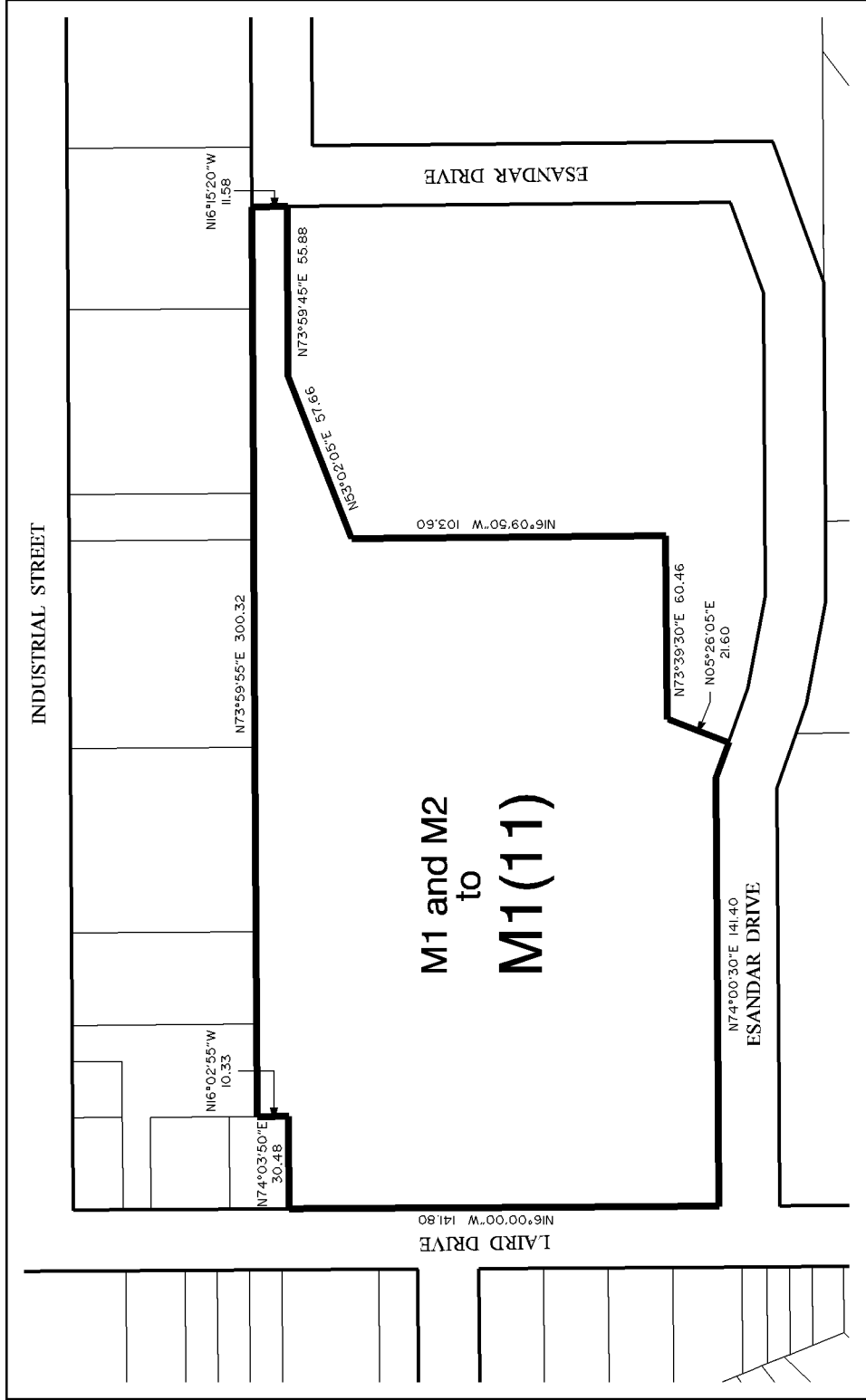
DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

		Above Grade	Below Grade
Tenure Type:			
Rooms:	0	Residential GFA (sq. m):	0
Bachelor:	0	Retail GFA (sq. m):	0
1 Bedroom:	0	Office GFA (sq. m):	0
2 Bedroom:	0	Industrial GFA (sq. m):	15357
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	0
Total Units:	0		

CONTACT: PLANNER NAME: Dan Nicholson, Planner
TELEPHONE: (416) 395-7110

Attachment 6: Draft Zoning By-law



City Planning

Schedule A

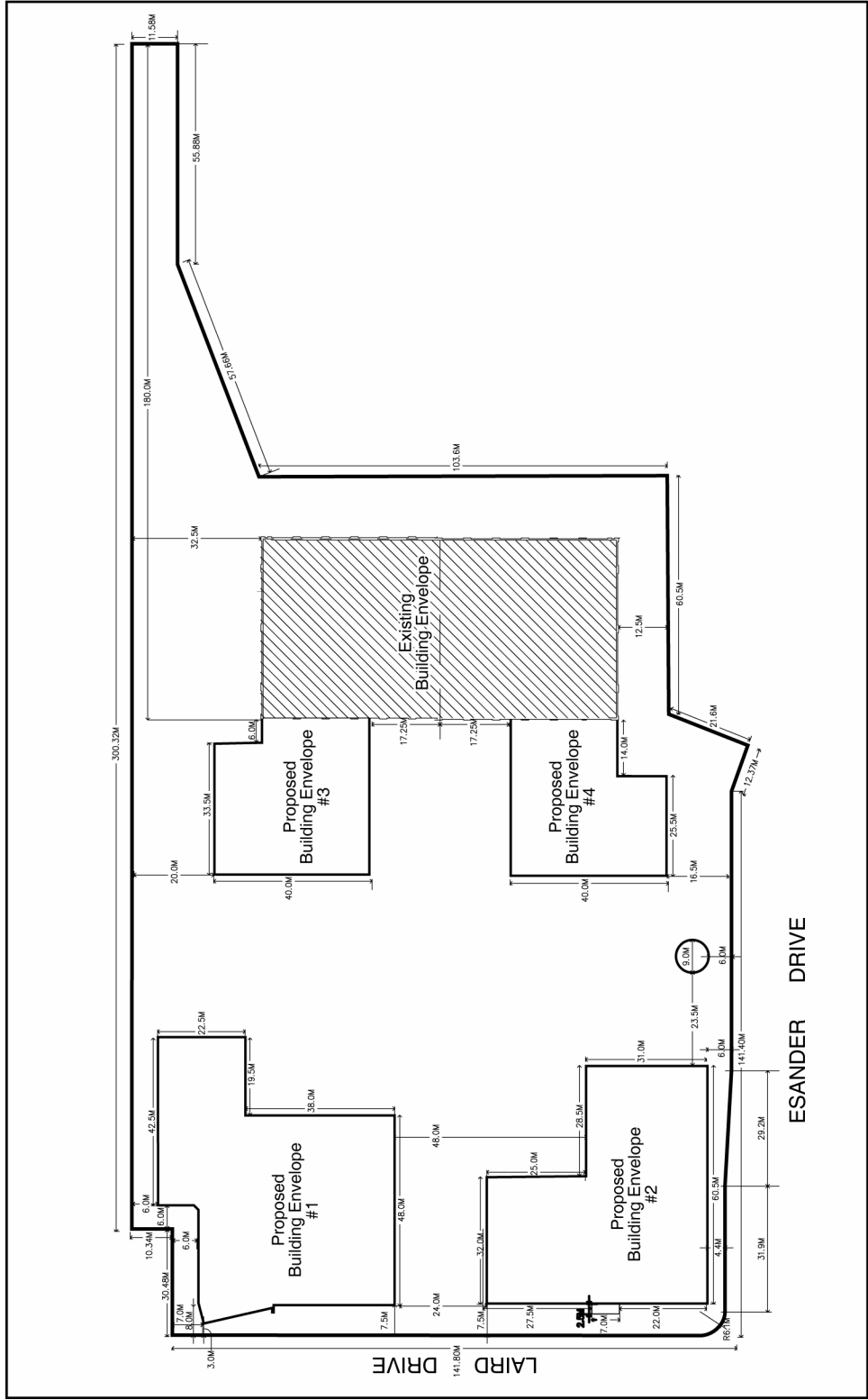
Lots 662 to 663 & Part of Lea Avenue (closed) Registered Plan 2120 and Part of Lots 13 & 14 Concession 3 From the Bay, City of Toronto
 Bearings and dimensions from Survey prepared by C.E. Dotterill, dated July 28, 2006

Date: 10/24/2007
 Approved by: D.N.

File # 06_176563



Not to Scale



Schedule B

File # 06_176563

↑
Not to Scale



Applicant's submitted drawing

Date: 10/24/07
Approved by: D.N.

