

**42-46 Overlea Boulevard - Zoning By-law Amendment
Application - Preliminary Report**

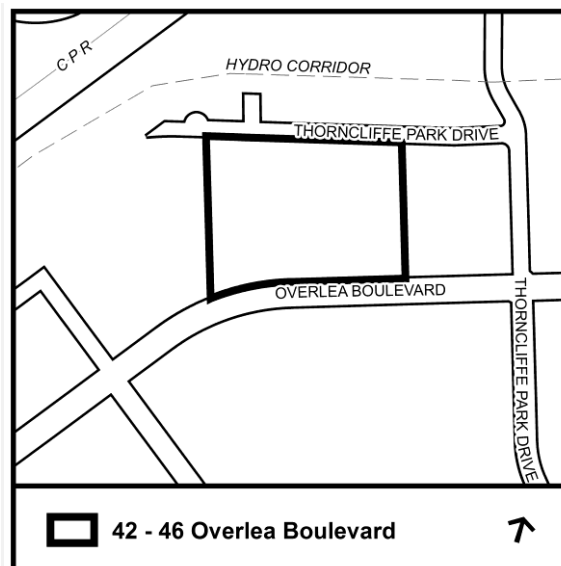
Date:	August 16, 2013
To:	North York Community Council
From:	Director, Community Planning, North York District
Wards:	Ward 26 – Don Valley West
Reference Number:	13 190927 NNY 26 OZ

SUMMARY

This application proposes a single storey, 14,543m² (156,541 sq.ft.) large scale stand-alone retail store (Costco Warehouse Membership Club), a vehicle fuel station and 607 surface parking spaces on the former Coca-Cola site at 42-46 Overlea Boulevard in Thorncliffe Park.

This report provides preliminary information on the above-noted application and seeks Community Council's directions on further processing of the application and on the community consultation process.

The report recommends that a community consultation meeting be scheduled by City Planning staff, in consultation with the Ward Councillor. A Final Report and a Public Meeting under the *Planning Act* is targeted for the second quarter of 2014 providing the applicant submits all required information in a timely manner.



RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 42-46 Overlea Boulevard together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.
3. Notice for the public meeting under the Planning Act be given according to the regulations under the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

At its meeting held on May 7, 2013, City Council adopted a report from the Director, Urban Design, City Planning Division, recommending the property at 42-46 Overlea Boulevard be included on the City of Toronto Inventory of Heritage Properties for its cultural values (Item NY23.27).

The Decision Document is available at the following web link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.NY23.37>

Pre-Application Consultation

Pre-application consultation meetings were held to discuss the policy framework that would apply to the proposal, the complete application submission requirements and various site plan issues related to the proposal.

ISSUE BACKGROUND

Proposal

The application proposes an amendment to City-wide Zoning By-law 569-2013 and former Borough of East York Zoning By-law 1916 (Town of Leaside) to permit a 14,543 m² (156,541 sq.ft.) large scale stand alone retail store (Costco Warehouse Membership Club), a vehicle fuel station (4 island, 8 pump gas bar) and 607 surface parking spaces. The proposed floor area would result in a floor space index of 0.28.

The application proposes the demolition of the existing office building and bottling plant on the site. The proposed Costco building is located on the easterly half of the site (see Attachment 1: Site Plan). The building is set back 20 metres from Overlea Boulevard and 3 metres from the east property line. Surface parking occupies the westerly half of the site save and except the vehicle fuel station which is located at the northwest corner of the

site next to Thorncliffe Park Drive. The primary building façade, which includes the main entrance, tire centre and seasonal garden centre operations, faces west towards the surface parking lot. Loading operations occur primarily along the north side of the building facing Thorncliffe Park Drive.

The proposed building would function in a similar manner as other Costco establishments where both the storage of product stock and retailing of goods are performed on the same floor area. Internally, the Costco would include ancillary uses such as a tire installation centre, pharmacy, optician and film processing service. External to the building ancillary uses would include the vehicle fuel station, propane dispensing area and a seasonal garden centre. All of the sales and service at a Costco Membership Club are offered exclusively to Costco members, including the vehicle fuel station.

The external design of the proposed Costco store would differ from other Costco buildings which typically utilize heavy-gauge steel construction materials. The retail store and vehicle fuel station have been designed to include a combination of brick façade and panelling (see Attachment 2: Elevations).

The site design includes 9,321 m² (100,331 sq.ft.) of landscape area representing approximately 18% of the site area (the buildings occupy 28% and the surface parking lot occupies 54%). Landscaped areas are proposed along the Overlea Boulevard frontage (ranging from a depth of 14 to 20 metres); landscaped islands within the parking lot; within a 3 metre strip along the entire western edge of the site; and within a strip of varying dimension along the Thorncliffe Park Drive frontage. The design of the Overlea Boulevard landscaped frontage would include a large pedestrian seating area in front of the building (and in close proximity to an existing TTC bus service stop) and centred around the relocated Coca-Cola bronze sculpture.

The main vehicular entrance is proposed from Overlea Boulevard at the west end of the site. Access/egress would also be provided by way of three driveways from Thorncliffe Park Drive with the main entrance (easterly) proposed as a full movement operation. All driveways have generally been designed to utilize current driveway locations. The applicant's traffic consultant is recommending the signalization of the Overlea Boulevard driveway; providing an eastbound left turn lane on Overlea Boulevard; stop controlling the main entrance at Thorncliffe Park Drive; and providing signal timing improvements to various intersections in the immediate area.

Detailed site statistics are provided in the Application Data Sheet (see Attachment 4).

Site and Surrounding Area

The property is located within the Thorncliffe Park community in the former Borough of East York. It forms part of the Leaside Business Park which extends west to Laird Drive and north to Eglinton Avenue East. The site is situated on the north side of Overlea Boulevard in the area west of Don Mills Road. It has a site area of 5.24 hectares (12.96 acres) and a frontage of 270 metres on the north side of Overlea Boulevard and on the

south side of Thorncliffe Park Drive. Thorncliffe Park Drive terminates into a cul-de-sac along the north edge of the site. The site is currently occupied by the former Coca-Cola Refreshments Canada head office and bottling plant. The 3-storey office building, located on the southwest portion of the site, was recently vacated by Coca-Cola staff. The bottling plant occupies the central and eastern portions of the site. It was closed and vacated approximately 10 years ago. The existing buildings are proposed to be demolished to accommodate the proposed Costco store and surface parking lot.

Surrounding uses include:

North: Thorncliffe Park Drive, then a surface parking lot on City-owned/Hydro One lands formerly used by Coca Cola for tractor trailer parking, then a Hydro One utility corridor/ravine, then a Canadian Pacific Railway corridor further north;

South: a *Mixed Use* area including the East York Town Centre which contains over 100 retail stores and restaurants and is anchored by a newly opened Target store, Shoppers Drug Mart and Food Basics, then further south, lands designated *Apartment Neighbourhoods*;

East: employment lands developed with a 1-storey funeral home establishment then commercial uses including retail, service and restaurant establishments; and

West: employment lands developed with an office and warehouse facility then a local cultural community centre, retail, service and restaurant uses.

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 to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

Staff will review the proposed development for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

The Official Plan designates these lands (and the employment lands associated with the Leaside Business Park) as *Employment Areas*. This land use designation is intended to protect and enhance employment uses.

Policy 4.6.1 of the Official Plan states *Employment Areas* are places of business and economic activity. Uses that support this function consist of restaurants and small scale stores and services that serve area businesses and workers, as well as offices, manufacturing, warehousing, distribution, research and development facilities, media facilities and hotels. The Plan notes some uses that are extensive land users, and not directly supportive of the primary employment function such as places of worship, post secondary schools and large scale, stand alone retail stores, are uses that can detract from the economic function of the employment area and are not permitted in *Employment Areas*.

Notwithstanding policy 4.6.1, policy 4.6.3 of the Official Plan states consideration may be given to permit large scale and stand alone retail stores and “power centres” in *Employment Areas* in locations on major streets which form the boundary of an employment area (as Overlea Boulevard does for the lands comprising the Leaside Business Park). Where a site meets this locational requirement, new large scale, stand alone retail stores and “power centres” may be permitted if it can be demonstrated that:

- a) Sufficient transportation capacity is available to accommodate the extra traffic generated by the development, resulting in an acceptable level of traffic on adjacent and nearby streets; and
- b) The function of other economic activities within the Employment Areas and economic health of nearby shopping districts are not adversely affected.

The Official Plan provides criteria to review development proposed within *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; avoid excessive car and truck traffic on the road system within *Employment Areas* and adjacent areas; provide adequate parking and loading on-site, sharing driveways and parking areas wherever possible; mitigate certain effects (i.e., noise, dust, odours, etc.) that will be detrimental to other businesses or the amenity of the neighbouring areas; provide landscaping on the front and flanking yards to create an attractive streetscape.

Among the other relevant policies in evaluating the proposal (including the site plan control application) are the policies related to Built Form (3.1.2). This policy requires new development to be located and organized to fit within its existing and/or planned context, to frame and support adjacent streets, and to locate main building entrances so that they are clearly visible and directly accessible from the public sidewalk.

As noted previously the subject property was listed and included on the City's Inventory of Heritage Properties on May 7, 2013. Policy 3.1.5 outlines policies relating to the conservation of Toronto's heritage resources. Section 3.1.5.1 a) states significant heritage resources will be conserved by first listing properties of architectural and/or historic interest on the City's Inventory of Heritage Properties then designating them and entering into conservation agreements with owners of designated heritage properties. Section 3.2.5.2 provides that these resources on the inventory will be conserved and a Heritage Impact Assessment required where development entails an amendment to the Official Plan and/or Zoning By-law.

The Toronto Official Plan is available on the City's Website at:
<http://www.toronto.ca/torontoplan/index.htm>

Zoning

On May 9, 2013 Toronto City Council enacted City-wide Zoning By-law 569-2013, currently under appeal to the Ontario Municipal Board.

Under the new Zoning By-law, the site is zoned Employment Industrial Office Zone EO (e0.75; o2.0)(x22), (see Attachment No. 3: Zoning), which permits a range of employment and office related uses including conditional permissions for retail store uses. The zoning permits a maximum floor space index of 0.75 for employment uses, a maximum floor space index of 2.0 for office uses, a maximum building height of 30 metres and the following minimum yard setbacks: 9 metre front yard, 7.5 metre rear yard, 6 metre side yards. The by-law also requires a minimum 3 metre wide strip of land of soft landscaping along the entire length of the street lot line (exclusive of driveways and walkways). Retail stores are limited to a gross floor area of 300 m² (3,330 sq.ft.) or 10% of the gross floor area of the buildings on the lot to a maximum of 500 m² (5,382 sq.ft.). Exception x22 under the zoning denotes the site is subject to a Holding Zone (H) provision. The exception has been carried forward from the former Borough of East York Zoning By-law 1916 (Town of Leaside). The holding symbol is appended to the EO zoning of the site to regulate development of business and professional offices beyond 0.5 x of the lot area.

The site is zoned Business Centre Zone – BC(H) by former Borough of East York Zoning By-law 1916 (Town of Leaside). The BC(H) zoning allows all of the uses that are permitted in the Light Industrial Zone - M1 which permits a wide range of light industrial uses including retail uses to a maximum of 30% commercial gross floor area. The BC zoning category permits business and professional offices, data processing and business services uses (e.g., financial institutions, barber shops, beauty salons, restaurants, travel agencies, office supply stores, hotel/motel) up to a maximum Floor Space Index of 0.5 x the lot area. The zoning also permits drug stores, banquet halls and variety/convenience stores subject to them being located on the ground floor of an office building and collectively not exceeding 20% of the gross floor area of the office building. As noted previously, the holding symbol is appended to the BC zoning of the site to regulate development of business and professional offices beyond 0.5 x of the lot

area. Performance standards in the BC zoning include a maximum building height permission of 30 metres, minimum front yard setbacks of 15 metres from Overlea Boulevard and a maximum Floor Space Index of 2.0 x the lot area.

Site Plan Control

A site plan control application has been submitted.

Tree Preservation

City of Toronto By-laws provide for the protection of qualifying trees situated on both private and City property. An Arborist report and Tree Preservation Plan were submitted with the application and are currently under review by City staff.

Heritage Resources

The property contains the former Coca-Cola office building and bottling plant. Research and evaluation conducted by staff in Heritage Preservation Services determined the heritage values of the property are represented by the office building, adjacent courtyard and bronze sculpture of interlocking Coke bottles.

The design of the Coca-Cola Building is associated with the architectural partnership of Mathers and Haldenby, which was one of the best known and most successful firms in Toronto throughout most of the 20th century. Built in 1964, the office building is considered to be a fine representative example of a suburban office building designed as part of the post-World War II Modern Movement in architecture and is historically and contextually linked to the development of Thorncliffe Park as a planned community in Toronto. The bronze sculpture was designed by noted Canadian Sculpture Walter Yarwood, co-founder of "The Painters Eleven" group of artists who introduced abstract expressionism in the country. The bottling plant on the property was not identified as a heritage attribute or identified as demonstrating cultural heritage value.

This current development proposes the demolition of all structures on site, including the office building and adjacent courtyard with bronze sculpture of interlocking Coke bottles, which are identified as heritage attributes of the property in the report recently adopted by City Council for inclusion on the City's Inventory of Heritage Properties (noted in the Decision History section of this report).

The Official Plan states that heritage resources on properties listed on the City's Inventory of Heritage Properties will be conserved. Heritage Preservation Services has requested that the owner provide a Heritage Impact Assessment by a qualified heritage consultant to ascertain the impact that the current proposal will have on the heritage attributes identified for this property.

Reasons for the Application

An amendment to the new City of Toronto Zoning By-law 569-2013 and former Borough of East York Zoning By-law No. 1916 (Town of Leaside) are required to permit the

proposed large scale stand alone retail store and vehicle fuel station and establish appropriate development standards including setbacks, parking and landscaping.

COMMENTS

Application Submission

The following plans, drawings reports/studies were submitted with the application:

- Architectural and Engineering Plans and Drawings;
- Planning Rationale Report;
- Arborist Report;
- Traffic Impact, Parking and Loading Study;
- Stormwater Management Report and Municipal Servicing Report;
- Toronto Green Standard Checklist;
- Employment District Economic Impact Analysis; and
- Retail Market Impact Analysis.

A Notification of Incomplete Application was issued on July 29th, 2013 which identifies the outstanding material required for a complete application submission as follows:

- Heritage Impact Assessment.

Issues to be Resolved

On a preliminary basis, the following issues have been identified:

- Conformity with the Official Plan and consistency with the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe.
- Conservation and incorporation of the heritage value and attributes of the property into the development (head office building, adjacent courtyard and bronze Coca-Cola sculpture).
- The Transportation Impact Study and local roads must be assessed to ensure there is sufficient capacity to accommodate the extra traffic generated by the development in accordance with Policy 4.6.3 (a) of the Official Plan.
- The Retail Market Impact Analysis and the Employment District Economic Impact Analysis filed by the applicant must be assessed regarding conformity of the proposal to Policy 4.6.3 (b) of the Official Plan.
- Appropriate parking requirements will be determined and the surface parking area will also be reviewed in accordance with the City's 'Greening Surface Parking Lots' guidelines.
- The location and organization of building/structures to define and support the public streets.
- Vehicular parking areas, vehicular access, vehicle stacking for the proposed vehicle fuel station, and loading areas will be assessed so as to minimize their impact on the public realm and to improve the safety and attractiveness of Overlea Boulevard and Thorncliffe Park Drive.

- Appropriate on-site pedestrian circulation and connections will be required to ensure safe, comfortable pedestrian access to the proposed retail building, to public transit stops and to Overlea Boulevard.
- Appropriateness of providing a private driveway versus a new municipal road on the site.
- Assessment of site servicing including stormwater management.
- The applicability of Section 37 of the *Planning Act* for the increase in retail floor space and the appropriate community benefits will be determined should a redevelopment be recommended for approval.
- The TGS Checklist has been submitted by the applicant and is currently under review by City staff for compliance with the Tier 1 performance measures.

Additional issues may be identified through the review of the applications, agency comments and the community consultation process.

Toronto Green Standard

The Toronto Green Standard is a tool to implement the broader environmental policies of the Official Plan. Several of the natural environment policies of the Official Plan encourage green development. These policies are geared to reduce the negative impacts of development on the natural environment through practices such as improved stormwater management, water and energy efficiency, and waste reduction and recycling. These policies also promote development that enhances the natural environment and support green industry.

CONTACT

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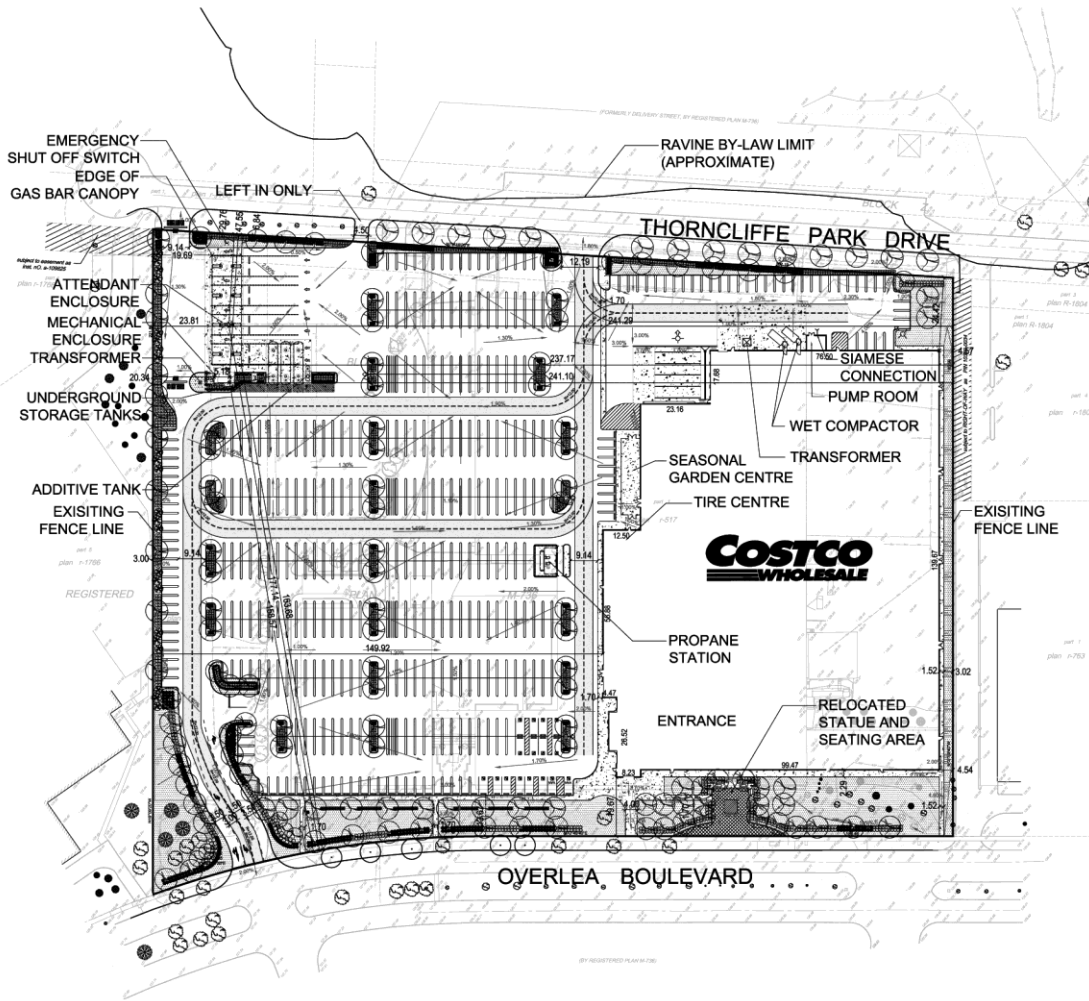
SIGNATURE

Allen Appleby, Director
Community Planning, North York District

ATTACHMENTS

Attachment 1: Site Plan
Attachment 2: Elevations
Attachment 3: Zoning
Attachment 4: Application Data Sheet

Attachment 1: Site Plan



Site Plan

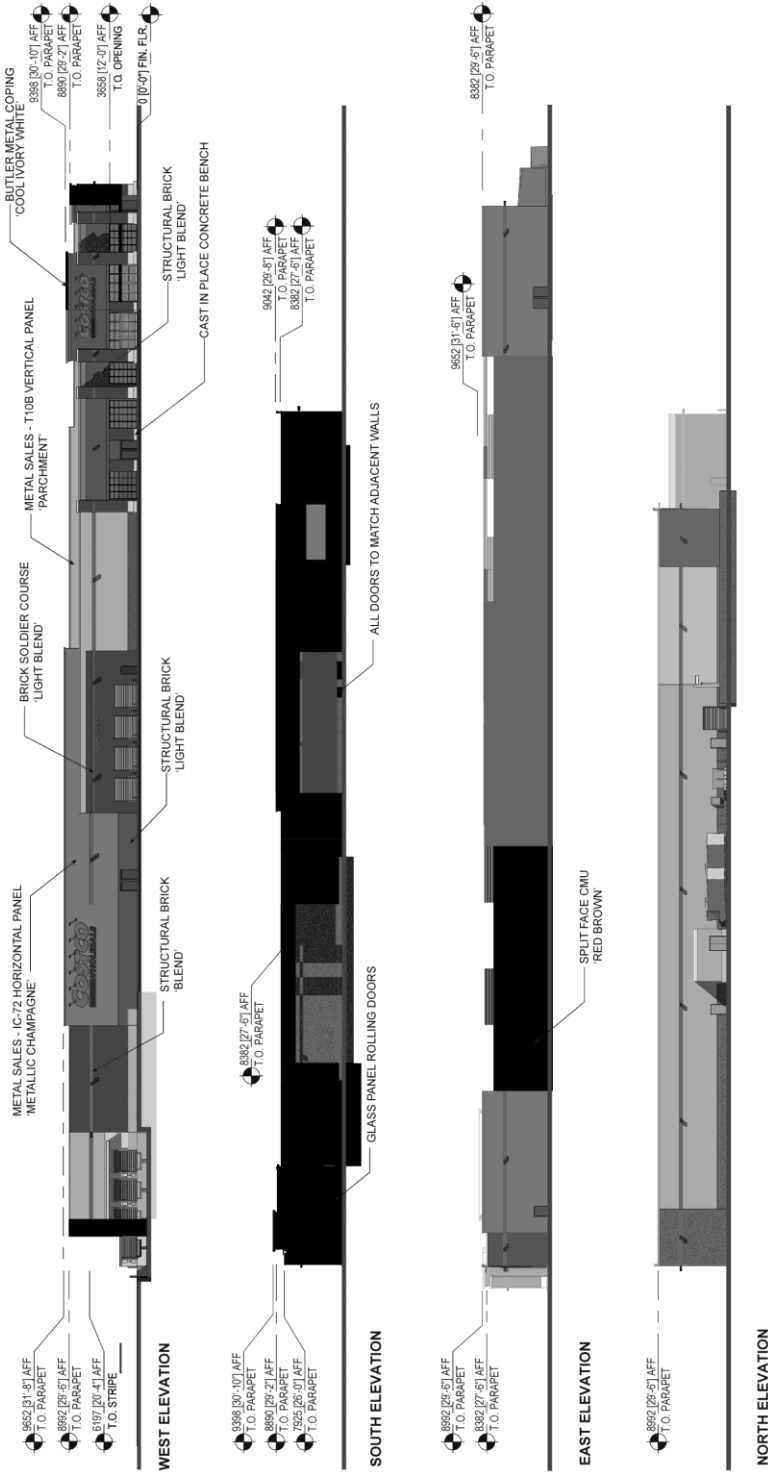
42 - 46 Overlea Boulevard

Applicant's Submitted Drawing

Not to Scale 
07/11/2013

File # 13 190927 NNY 26 0Z

Attachment 2: Elevations



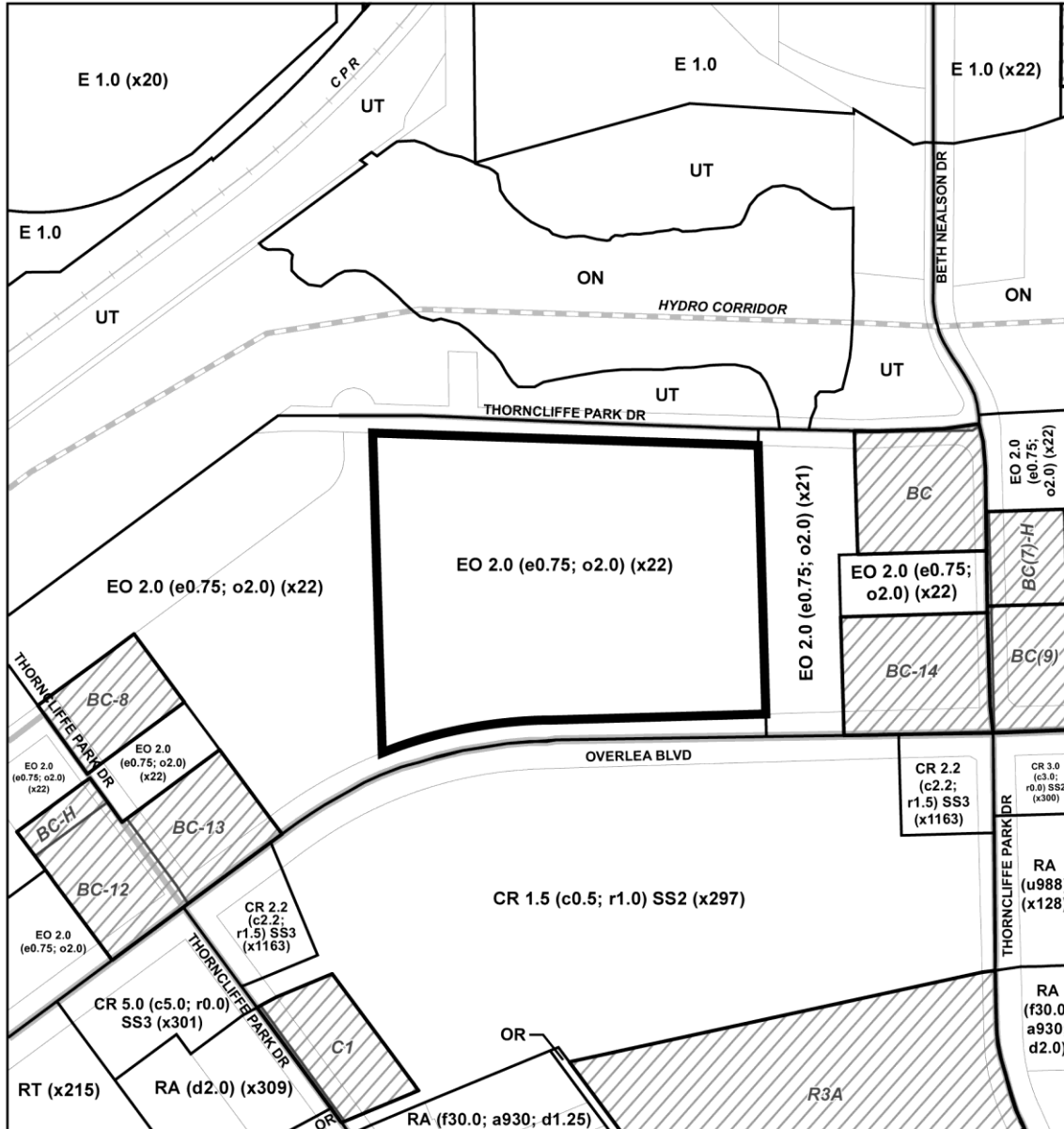
42 - 46 Overlea Boulevard

Elevations
 Applicant's Submitted Drawing

Not to Scale
 07/11/2013

File # 13 190927 NNY 26

Attachment 3: Zoning



TORONTO City Planning
Zoning By-law 569-2013

42-46 Overlea Boulevard
 File # 13 190927 NNY 26 0Z

Location of Application

RA Residential Apartment
RT Residential Townhouse
CR Commercial Residential
E Employment Industrial

EO Employment Industrial Office
ON Open Space Natural
OR Open Space Recreation
UT Utility and Transportation

See Former Borough of East York Bylaw No. 1916

R3A High Density Residential
C1 Commercial - General
BC Business Centre

Not to Scale
 Extracted 07/04/2013

Attachment 4: Application Data Sheet

Application Type	Rezoning	Application Number:	13 190927 NNY 26 OZ
Details	Rezoning, Standard	Application Date:	June 19, 2013
Municipal Address:	42-46 OVERLEA BLVD		
Location Description:	PLAN M736 PT BLK A RP R517 PART 1 PART 2 RP R1040 PART 1 PART 2 **GRID N2605		
Project Description:	Rezoning application to permit a one-storey, 14,543 square metre retail warehouse facility (Costco Warehouse Membership Club), an ancillary 4 island, 8 pump gas bar and 607 surface parking spaces. The existing office building and bottling plant formerly occupied by Coca Cola Refreshments Canada would be demolished.		

Applicant:	Agent:	Architect:	Owner:
MMM GROUP LIMITED	DARRYL BIRD	MULVANNY G2 CORPORATION	CANADIAN PROPERTY HOLDINGS (ONTARIO)

PLANNING CONTROLS

Official Plan Designation:	Employment Areas	Site Specific Provision:
Zoning:	EO	Historical Status:
Height Limit (m):		Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq. m):	52443	Height:	Storeys:	1
Frontage (m):	267		Metres:	9
Depth (m):	222			
Total Ground Floor Area (sq. m):	14543.2			Total
Total Residential GFA (sq. m):	0		Parking Spaces:	607
Total Non-Residential GFA (sq. m):	14543.2		Loading Docks	4
Total GFA (sq. m):	14543.2			
Lot Coverage Ratio (%):	27.73			
Floor Space Index:	0.28			

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):	14543.2
1 Bedroom:	0	Office GFA (sq. m):	0
2 Bedroom:	0	Industrial GFA (sq. m):	0
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	0
Total Units:	0		

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