

Consolidated Clause in Administration Committee Report 9, which was considered by City Council on December 5, 6 and 7, 2005.

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**Works and Emergency Services Yard Consolidation  
Pilot Project - Status of Project and Proposed Changes  
to the Study Methodology**

*City Council on December 5, 6 and 7, 2005, amended this Clause by adding the following:*

*“That:*

- (1) the study specifically review the feasibility of declaring all or a portion of the Castlefield Yard, which is currently under-utilized, to be surplus, so that it can be made available for development as a part of the design district;*
- (2) the Design District Charette include a review of the Castlefield Yard with particular attention to its proximity to the new Caledonia/Roselawn walking trail as a pedestrian gateway to the design district from the west;*
- (3) the study be co-ordinated with the Charette through the City Planning Division; and*
- (4) where a Yard is adjacent to or near a district boundary, the Ward Councillor in the adjacent Ward be included in the consultation process even if his/her Ward is outside the West District.”*

*This Clause, as amended, was adopted by City Council.*

*Council also considered additional material, which is noted at the end of this Clause.*

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**The Administration Committee recommends that City Council adopt the staff recommendations in the Recommendations Section of the report (October 14, 2005) from the City Manager, subject to funds being available.**

Purpose:

This report responds to a request by City Council that the City Manager report to the Administration and Works Committees on (what was named in 2001) the Works and Emergency Services Yard Consolidation Pilot Project. This report outlines and recommends a number of amendments to the methodology of the Yard Consolidation Study, recommends amendment of the study name to reflect the new scope, and seeks Council authority for actions and expenditures related to the implementation of the study.

Financial Implications and Impact Statement:

The implementation of the recommendations contained within this report will require the allocation of \$542,000 toward this project in 2006. These funds have been included in the 2006 Facilities and Real Estate capital budget. Additional funding will be necessary in 2007 and 2008 to implement the recommendations resulting from this study. It is anticipated that \$275,000 will be requested in the 2007 Facilities and Real Estate capital budget with the expenditure requirement for 2008 yet to be finalized.

The Deputy City Manager and Chief Financial Officer has reviewed this report, and concurs with the financial impact statement.

Recommendations:

It is recommended that:

- (1) the existing study methodology for the WES Yard Consolidation Pilot Project as set out in Administration Committee Report 6, Clause 5, 2001 adopted by Council as amended, be deleted;
- (2) that the study referred to in Administration Committee Report 6, Clause 5, 2001, be renamed “the Yard Consolidation Study – West District Segment”;
- (3) the proposed methodology for the Yard Consolidation Study – West District Segment be endorsed and adopted as described in Appendix C of this report (“Revised Methodology, Phasing, and Timing”);
- (4)
  - (i) the Deputy City Manager and Chief Financial Officer be directed to establish a Steering Committee for the Yard Consolidation Study – West District Segment comprised of the Deputy City Managers, Chief Corporate Officer, and Treasurer as members, and the chair of the Working Committee as an ex-officio member, the purpose of which will be to provide guidance to the Working Committee;
  - (ii) the Deputy City Manager and Chief Financial Officer be directed to establish a Working Committee for the Yard Consolidation Study – West District Segment, the purpose of which will be to devise and evaluate the impact of different scenarios for an optimized yard system in the West District; and that the Executive Director, Facilities and Real Estate or designate chair the Working Committee; and
- (5) that each City agency, board, commission or division operating a yard facility within the West District appoint one representative (and one alternate) to the Yard Consolidation Study Working Committee;
- (6) the Executive Director, Facilities and Real Estate be authorized, if necessary, to prepare and issue Requests for Proposals for:
  - (a) the conducting of building condition assessments for City yard properties within the West District to determine the cost of necessary repairs to each facility;

- (b) the conducting of environmental site assessments for City yard properties within the West District to determine the cost of potential site remediation for other uses;
  - (c) the conducting of real estate appraisals for City yard properties within the West District to determine their current market value;
- (7) the Executive Director, Facilities and Real Estate be authorized, if necessary, to investigate the purchase of property (or properties) for the location of a potential yard consolidation site (or sites), should it be determined that such a facility (or facilities) is required, and properties currently owned by the City are inadequate for that purpose;
- (8) the Deputy City Manager and Chief Financial Officer report back to the Administration Committee annually on the status of a recommended consolidation option (or options) and implementation measures; and
- (9) the appropriate City Officials be authorized and directed to take the necessary action to give effect thereto.

Background:

This report follows from a May 2001 report from the Commissioner of Corporate Services and the Commissioner of Works and Emergency Services entitled “Works and Emergency Services Yard Consolidation” (Clause 5, Administration Committee Report 6) which was adopted, as amended, by City Council at its meeting dated May 30, 31, and June 1, 2001. In adopting the 2001 report, as amended, City Council authorized:

- (1) “Works and Emergency Services, in conjunction with Corporate Services, Facilities and Real Estate Division, lead the interdepartmental project team to proceed with Phase 1 of the Yard Consolidation Pilot Project;”
- (2) that “contracted staff be hired to assist with the [pilot project] and [especially] to carry out the following activities: assessments of existing properties and facilities, valuation of surplus yards, production of a cost-benefit analysis;”
- (3) “[the] development of a conceptual plan [and that] and project budget consultants be engaged to carry out the following activities: environmental testing of yard properties, site planning, environmental assessment activities;”
- (4) “the Commissioner of Works and Emergency Services...[to] submit a report to the Works Committee and Administration Committee, after Phase 1 of the Yard Consolidation Study has been completed, providing an assessment of the value of the study and to request approval for the funding for Phase 2.”

This report also responds to recommendations made by the Auditor General in his report of April 2005 (Fleet Operations Review – Phase Two), adopted by Council at its meeting of July 19, 20, and 21, 2005 (Audit Committee Report 3, Clause 1, 2005), requesting that the City Manager:

- (1) “give priority to the completion of the Yards Rationalization Study and report to the Administration Committee by October 2005 on the status of the study and expected implementation timelines;
- (2) report to the Works Committee and the Administration Committee by October 2005, on the results of Phase One of the Yards Rationalization Study, as directed by Council in 2001. Such report to provide the following:
  - (a) an assessment of the value of the study;
  - (b) expected timelines and requirements to complete Phase Two of the study, giving priority to the completion of the study; and
  - (c) the potential impact of any yard closure, resulting from the study, on other programs such as maintenance garages, City Stores and fuel dispensing sites.”

Comments:

(1) Premise of Study

The premise for examining the system of City yards derives from the observation that there is a large concentration of City yards in some relatively small geographic areas of the city, and that consolidating City operations into a smaller number of facilities may make service delivery more financially and operationally efficient. Each municipally owned property has alternative uses, and identifying surplus properties creates an opportunity to engage in redevelopment, city building, and the extraction of value from underutilized properties.

(2) Objectives of Study

The overarching purpose for this study is to explore the potential consolidation of City yards and opportunities for redevelopment of potentially surplus properties, while maintaining or improving service delivery related to the current yard functions.

The study will:

- examine several scenarios for yard consolidation and their related costs and benefits, in terms of service delivery and potential changes to the related portfolio of land and buildings;
- identify, within these scenarios, potential surplus properties, lands that may be required for new or expanded City yard facilities, and any new buildings that may be required;
- examine the potential for redevelopment of existing City yards to determine the highest and best use for each property;

- include community and stakeholder consultation as an important part of the study process; and
- make recommendations on a yard consolidation strategy, potential surplus properties, implementation measures and any related changes to service delivery.

Once this study yields results and conclusions, Council authority would be sought to start up similar studies for the North, South and East Districts in an efficient sequence. The intention is to use the West District work to inform the methodology for future study efforts across the City.

### (3) History of Study

Starting with the amalgamation of the City of Toronto in 1998, the former department of Works and Emergency Services (WES)\* began to rationalize properties under its jurisdiction, resulting in 10 of its 47 works yards being declared surplus without any major renovations to existing yard facilities. \*(WES no longer exists, but will still be referred to in describing past history.)

In 2000, City staff considered doing a comprehensive study of all remaining yards under the jurisdiction of different departments. However, it was decided that studying a sample area first, only involving WES yards, would be the best way to test the City's ability to implement a major yards consolidation project.

Given the concentration of WES yards in the west, a pilot project study area was defined. This area was bounded by Jane Street to the west, Lawrence Avenue West to the north, Wellington Street to the south, and Yonge Street to the east. Twelve (12) properties were identified within this area. The study was to be implemented in four phases.

Phase 1: Preliminary Cost-Benefit Analysis

Phase 2: Detailed Cost-Benefit Analysis

Phase 3: Community Consultation/Site Planning

Phase 4: Design and Construction

The methodology for the approved Phase 1 included the conducting of general land and building condition assessments and ballpark real estate appraisals, defining operational requirements for consolidated sites, estimating development costs for implementation, and calculating potential realty tax revenues from surplus properties. This would result in a preliminary cost-benefit analysis to determine whether the project should continue.

Phase 2 would proceed upon approval of Phase 1, and would involve conducting more detailed building condition assessments, hiring a professional consultant to conduct environmental site assessments to determine the extent of soil and groundwater contamination, and a more detailed examination of operational efficiencies. This would result in a more accurate cost-benefit analysis upon which decisions to consolidate facilities could be made.

Phase 3 would involve community consultation including information meetings and various undefined public events, the conducting of environmental assessments and transportation studies, and the development of a conceptual plan and implementation plan. This phase would only proceed upon approval of the recommendations to consolidate facilities.

Phase 4 would involve the design and construction of consolidated facilities, and would proceed only upon approval from City Council.

The methodology proposed that the majority of the work be undertaken by hiring and retaining a project manager. Consultants would be hired to conduct environmental site assessments and transportation studies, and to assist with the public consultations. City staff would assist with operational calculations and realty tax revenue matters.

Council authorized implementation of the pilot project at its meeting dated May 30, 31 and June 1, 2001 (Clause 5, Administration Committee Report 6). Through Council's actions:

- the four-phase methodology described above was endorsed;
- WES, in conjunction with Facilities and Real Estate (F and RE), were authorized to lead the interdepartmental project team to proceed with Phase 1 of the Yard Consolidation Pilot Project;
- the study area boundaries were set as Lawrence Avenue to the north, Jane Street to the west, Yonge Street to the east, and Wellington Street to the south;
- the mandate involved only the examination of yards under the jurisdiction or occupation of divisions belonging to the former department of Works and Emergency Services;
- WES was authorized to hire contract staff to assist with the pilot project by assessing existing properties and facilities, undertaking valuation of surplus yards, and producing cost-benefit analyses;
- coordination with consolidation projects being undertaken by other departments and divisions was encouraged. The observation was made that Fleet Services, Materials Management, and Support Services operations within rationalized yards could also be consolidated; and

The project budget for Phases 1 through 3 was estimated at \$405,000. Council approved funding in the amount of \$65,000 for Phase 1 of the study only, for the hiring of a project manager. Staff was requested to report back to the Administration Committee on the value of the study before requesting funding for subsequent phases.

WES engaged the services of an external project manager. Pursuant to Council's 2001 actions, all of the data in "Phase 1: Preliminary Cost-Benefit Analysis" of the Works and Emergency Services Yard Consolidation Pilot Project was collected and analyzed. A Staff Report was drafted and circulated for comment in 2002. Work halted on the project for various staffing reasons and other priorities in 2002.

Work resumed in April 2004 utilizing City staff. By that time, the information and assumptions contained in the 2002 draft report needed to be revisited. New data was collected with respect to land and facility conditions, to feed into a preliminary cost-benefit analysis that F and RE intended to submit to the Administration Committee and Works Committee at the conclusion of Phase 1 in late 2004. Only if the preliminary cost-benefit analysis bore out would F and RE and WES request approval to proceed to Phase 2 of the study.

However, in June 2004, WES advised F and RE that its service area boundaries had just been amended to comply with the new boundaries of the four Community Councils. Consequently, the grouping of study properties approved by Council in 2001 was no longer valid, as it did not conform to the boundaries of the new West District service area. In addition, WES expressed new interest in expanding the scope of the study to include other yards such as those of Urban Forestry/Parks and Recreation and Fleet Services. Moreover, WES advised that it was soon to undergo a structural change that would impact the manner in which its services (i.e. Transportation, Solid Waste Management Services, Toronto Water, etc.) would operate and interrelate in the future.

On November 29, 2004, City Council approved changes to the City's administrative structure, dismantling WES, and establishing Transportation Services, Solid Waste Management Services, and Toronto Water as separate entities on April 15, 2005.

With all these changes, F and RE staff decided to review the work done to date, and to revisit the approved scope and methodology of the study.

#### (4) Review of Approved Study Scope and Methodology

The Yard Study work done between 2001 and 2004 was valuable in that it consisted of the collection of a tremendous amount of data on City yards in the western part of the City. All of the data is still valid and useable.

Doing the work also helped staff understand the limitations and deficiencies of the approved scope and methodology, related to the definition of the study area, functional divisions and properties that were included, and phasing strategy.

##### (1) Definition of the Study Area

With the realignment of Community Council boundaries in 2004, service areas for yards became based on Community Council boundaries. Each Community Council district typically contains several yards belonging to the same division, each having their own service area within the district. Service areas generally do not cross district boundaries except where inadequate facilities currently exist, or a transition is still occurring between the old and new service area boundaries.

The currently approved yards study area in the western part of the City spans three Community Council districts, instead of one complete district. Many of the yards within the Council-approved study area now have limited or no operational relationship with each other because they are located in different districts. This increases the difficulty of studying and implementing potential yard consolidations from an organizational and operations (service delivery) standpoint.

## (2) Functional Divisions and Properties Included

To test the City's ability to consolidate yards properties, the currently approved study includes only (former) WES yards. Yards belonging to the former Economic Development, Culture and Tourism (EDCT) and Corporate Services (CS) were not included in 2001 because of the perception that it would complicate the study.

As staff collected data between 2001 and 2004, the observation was made that consolidation opportunities would actually be increased with the inclusion of a larger number of yards from different departments in the same geographic and service areas. The consolidation opportunities would appear to outweigh the potential study complications.

In addition, a number of yards under study have divisional occupants that have been excluded from the approved scope of the study. For example, a yard could be shared by Fleet Services and WES, but only WES functions can be studied. This has made coordination difficult. To facilitate the planning process for this project, a clear mandate including all divisions with yards in the West District would be helpful.

## (3) Phasing Strategy

As described in more detail earlier, the approved study structure consists of four phases:

- (1) Preliminary Cost-Benefit Analysis;
- (2) Detailed Cost-Benefit Analysis;
- (3) Community Consultation/Site Planning; and
- (4) Design and Construction.

In carrying out the approved Phase 1, staff observed that:

- the study process would benefit more from an iterative ("looping") rather than linear approach, based on the development and testing of alternative scenarios;
- all ABCDs which operate on the subject properties should be requested to actively participate in the creation of alternative yard consolidation strategies and their testing;
- it would be more beneficial to incorporate public input throughout the study process rather than at later stages. In the currently-approved methodology, community consultation is scheduled to occur in Phase 3 only, which may be too late to meaningfully incorporate ideas from the public or address concerns raised at public meetings or open houses;

- analysis of potential scenarios needed to be conducted on an ongoing basis; and
- the reporting out on Phase 1 should have involved more than preliminary cost-benefit analysis. This report should clearly identify potential surplus properties, new properties or buildings that might be required (including ballpark estimates for costs), implementation measures and any related changes to service delivery. Actual implementation of whatever Council adopts should follow, including the buying and/or selling of property, design and construction.

(5) Proposed Changes to the Study

In order to address the limitations and deficiencies of the current study, changes to its scope and methodology are recommended as follows.

(1) Redefinition of the Study Area

To capture the yards service area in the western part of the City of Toronto, it is recommended that the revised Yards Consolidation study area comprise the West District of the City, corresponding to the Etobicoke York Community Council area (refer to attached map in Appendix A). This area includes the former cities of Etobicoke and York, and portions of Toronto and North York. Yards within very close proximity to the West District and/or those that provide services to the West District would also be included in the study, to ensure completeness and integrity.

(2) Additional Functional Divisions to be Included

It is recommended that yards occupied by the following divisions, which are primary occupants of various subject properties in the West District, be included in the study:

- Facilities and Real Estate
- Fire Services
- Parks, Forestry and Recreation
- Solid Waste Management Services
- Toronto Water
- Transportation Services

These divisions were previously under Works and Emergency Services (WES), Economic Development, Culture and Tourism (EDCT) and Corporate Services (CS) departments under the old administrative structure.

The yard and ancillary operations of the following ABCD occupants at these same yards should also be included in the study:

- Emergency Medical Services - garages
- Fleet Services - fuel locations and maintenance garages
- Purchasing and Materials Management - stores
- Toronto Parking Authority - yards
- Toronto Police Service - driver training facility

In addition, the following properties in the West District should also be included:

- all properties with ancillary office and other uses associated with the above yards
- all properties formerly used as yards by the divisions indicated in the list above
- properties controlled by other divisions not mentioned with yard-type land uses
- ancillary office and other uses located on such yards
- other properties deemed necessary for inclusion during the course of the study

Twenty-four (24) properties are known to meet the above criteria at the outset of the study. An inventory of yards and their occupants is provided in Appendix B.

(3) Renaming of the Study

It is recommended that the Works and Emergency Services Yard Consolidation Pilot Project be renamed the Yard Consolidation Study – West District Segment to reflect the redefinition of the study area and additional functional divisions to be included

(4) Revised Methodology, Phasing, and Timing

It is recommended that the methodology, phasing, and timing of the Yard Consolidation Study – West District Segment be revised and adopted as provided in Appendix C of this report.

(6) Project Funding

An overall budget request for Phase 1 of the Yard Consolidation Study – West District Segment has been spread out between 2006 and 2007. The implementation of the recommendations contained within this report will require the allocation of \$542,000 toward this project in 2006. These funds have been requested in the 2006 Facilities and Real Estate capital budget.

Completion of Phases 1 and 2 will be contingent upon the subsequent approval of a 2007 budget request, currently anticipated to be approximately \$275,000. The funding requirement for 2008 has not yet been finalized, but will consist primarily of matters relating to the implementation of the recommendations of the Phase 3 report.

Conclusions:

Given the stated limitations of the current study scope and methodology, it is recommended that the methodology for the yards study be endorsed and adopted as described in this report.

It is recommended that the Deputy City Manager and Chief Financial Officer report back to the Administration Committee annually on the status of a recommended consolidation option (or options) and implementation measures.

The study remains a worthwhile undertaking for the City, resulting in potential improvements to the efficiency of numerous yards operations in the West District, improvements to employee health and safety, and opportunities to redevelop surplus or underutilized properties and the accrual of associated realty tax revenues. Whether the study ultimately recommends consolidating yards or retaining the existing system, proceeding with Phase 1 will result in benefits to the corporation in the areas of employee working conditions, and capital asset preservation.

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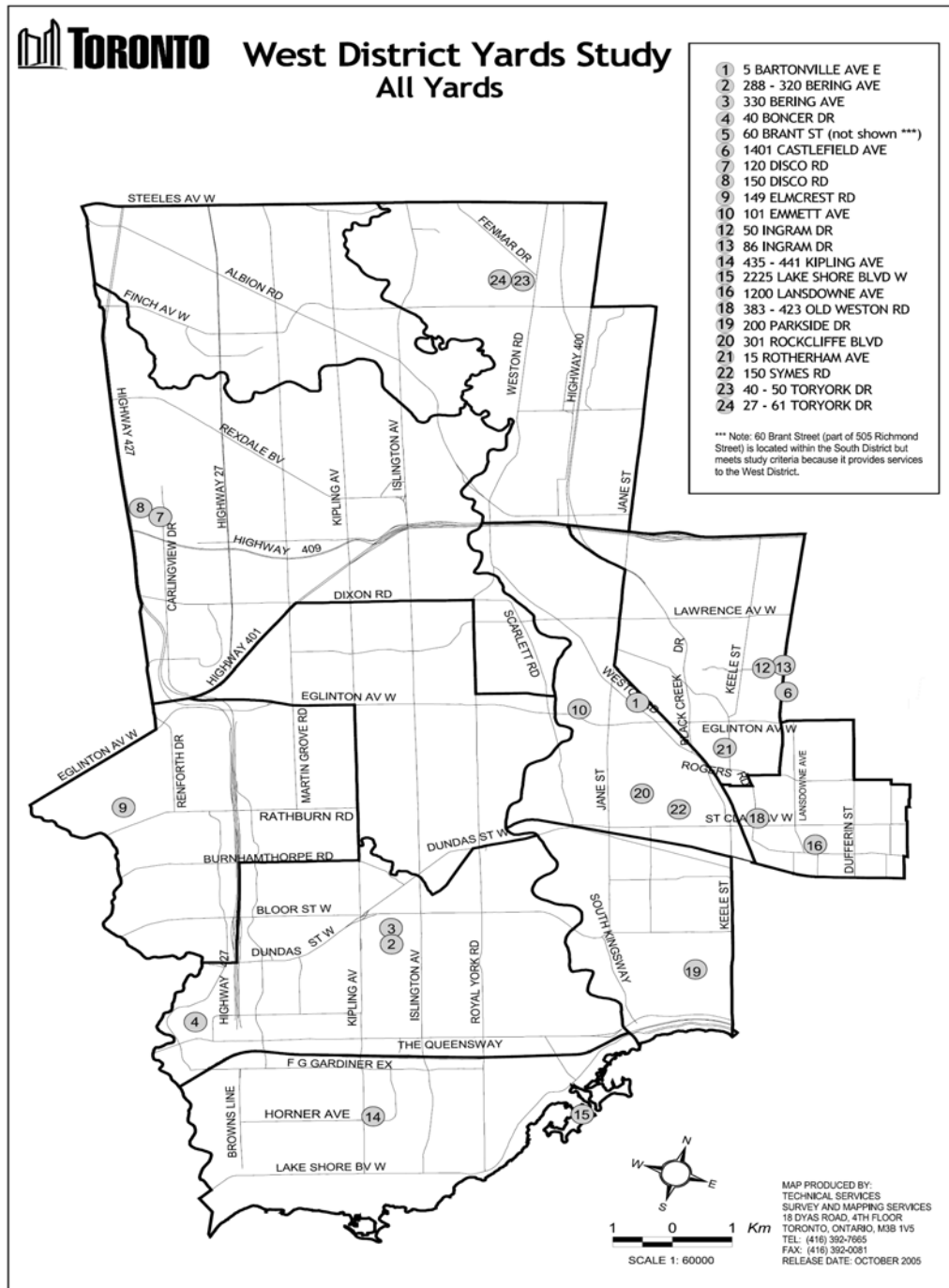
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Appendix A



Appendix B

West District Yards Study Inventory of Yards and Occupants												
Address	Yard Occupants											
	Transportation	Solid Waste	Toronto Water	Fire	EMS	Police	Parks	F&RE	Parking	Fleet Maint.	Fleet Fuel	Purchasing
5 Bartonville Avenue E	X											
288-320 Bering Avenue	X		X						X	X		X
330 Bering Avenue	X											
40 Boncer Drive	X											
60 Brant Street*												X
1401 Castlefield Avenue**	X		X						X	X	X	X
120 Disco Road		X								X		
150 Disco Road	X	X				X	X		X	X	X	X
149 Elmcrest Road						X				X		
101 Emmett Avenue						X				X		
50 Ingram Drive	X									X		
86 Ingram Drive	X									X		
435-441 Kipling Avenue			X				X			X		
2225 Lake Shore Blvd W							X					
1200 Lansdowne Avenue							X					
383-423 Old Weston Road			X									
200 Parkside Drive							X			X		
301 Rockcliffe Boulevard							X			X		X
15 Rotherham Avenue				X								
150 Symes Road		X										
27-61 Toryork Drive	X			X	X		X				X	
40-50 Toryork Drive	X			X	X							
<b>Former Yard Properties</b>												
1 Grand Avenue												
255 New Toronto Street												

\* 60 Brant Street (part of 505 Richmond Street) is located within the South District but meets study criteria because it provides services to the West District.

\*\* 1401 Castlefield Avenue is located within the North District but meets study criteria due to close proximity to the West District.

Please note that this chart is accurate to our knowledge but may contain unspecified errors or omissions. Updated October 12, 2005

## Appendix C

### Revised Methodology, Phasing, and Timing

(1) Revised phasing and timing of the study

It is recommended that the study be recast as follows:

Phase 1 – Background work

Phase 2 – Generation and analysis of alternatives

Phase 3 – Reporting back to Administration Committee and City Council

Phase 4 – Implementation stage

(2) Phase 1 - Background work

Phase 1 would consist of:

- background research and analysis;
- stakeholder identification;
- field inspections;
- interviews with yard management;
- database design and management;
- land use planning analysis;
- real estate market analysis;
- collecting information on potential realty tax revenue;
- obtaining confirmation on Official Plan and zoning designations;
- investigation of new properties for potential yard consolidation sites (if required);
- the commissioning of Building Condition Assessments, Phase 1 and Phase 2 Environmental Assessments, and property valuations for selected properties.

Background research will be conducted to supplement and update the background information collected previously to create a statistical database and property profiles. Research will include an examination of the building matrix and property information databases, and interviews with responsible persons from divisions associated with City yards, to identify subject properties within the study area boundaries. Background research will also involve a reading of previous studies associated with City yards to determine their impact on this study.

Field inspections and interviews with yard management will be conducted to provide additional background information for the study. Field inspections involve touring the site, photographing buildings and key features, assessing building conditions, understanding the efficiency of yard operations, and learning about problems. Interviews with yard management will provide data about employee numbers and equipment counts, an understanding about the function and service area of the yard, and their vision for improvements to the yard system.

Database design and management involves debugging and updating a Microsoft Access database of yard information first developed in 2004. The existing database will be evaluated for ease of use, the relevance of content contained within it, and its functional integrity. New records will be created for each yard, containing data obtained through research and field inspections. Key photographs and maps will be included in the database. The database will have the capability of generating automated reports for each property, which can be printed and inserted into staff reports and publications when necessary.

Land use planning analysis will examine the existing conditions, surrounding conditions, policies and legislation, development potential, community context, and development constraints pertaining to each property. Site planning statistics such as floor space indexes and coverage will be calculated for each property to determine the level of land (under)utilization. Official Plan and zoning bylaw designations will be identified for each site to determine the desired and permitted character of development, and to calculate the maximum development potential. Surrounding properties will also be analyzed for their built form and land uses. The analysis will be referred to the City Planning division for comment on maximum development potential.

The Chief Planner, City Planning Division will be asked to provide the Executive Director, Facilities and Real Estate confirmation on the Official Plan and zoning designations for all City yard properties within the study area, and with his professional opinions on the maximum development potential for each of these yards.

More comprehensive site information will result from the conducting of building condition assessments and environmental site assessments. Building condition assessments comprising visual inspections by structural engineers will determine the degree of renovation and repair required to make existing buildings meet safety requirements and bring them to a state of good repair. Phase I environmental site assessments, which include a visual inspection and historical land use analysis, will evaluate the potential for environmental contamination on selected properties, which may influence decisions to retain or sell properties because of site cleanup costs involved. Phase II environmental site assessments will be conducted where warranted by Phase I results to determine the extent of contamination and estimate total site clean-up costs. Building condition assessments and environmental site assessments will be conducted by engineering consultants retained through a request for proposals process.

Real estate market analysis will be conducted to determine the potential value of development on selected properties. Potential proceeds from sale of land will be estimated by property appraisal (examining comparable properties and projected income streams). This analysis will consider development constraints such as necessary cleanup costs for contaminated sites. Potential tax revenue accruing from several land-use scenarios will also be calculated through the Revenue Services division. A request for proposals will be issued for appraisal services in conjunction with the Real Estate

Services unit. The appraisals and property tax calculations will contribute to a preliminary financial cost-benefit analysis on yard consolidation.

Revenue Services Division will be asked to provide the Executive Director, Facilities and Real Estate with estimates of potential realty tax revenues and other revenues arising from different scenarios of development for selected City yard properties within the study area.

A search for potential consolidation sites will be started. Existing yard facilities with sufficient amounts of vacant land will be considered, as will other municipally owned properties that have been declared surplus or potentially surplus to municipal needs, and private land of sufficient size. This work will be conducted by the Real Estate Services section of Facilities and Real Estate.

This report recommends that Council authorize the Executive Director, F and RE, to investigate the purchase of property for the location of a potential yard consolidation site or sites, should it be determined that such a facility (or facilities) is required, and properties currently owned by the City are inadequate for that purpose.

Extensive consultation will occur as part of this study. A process to identify stakeholders will be developed and initiated. Stakeholders will be continually informed about the study process and progress, and be provided with opportunities for input. Interviews with yard management will be scheduled for the field inspection phase. Meetings with other interested parties identified by the process, including residents and city councillors, will be established by the Working Committee (see below – Phase 2).

Opportunities for leasing vacant or unused portions of surplus City yards on a short-term basis to generate revenue will be explored through this study. An inventory of potentially leaseable locations will be taken during the site inspection phase. Criteria should be established for approving temporary leases at potentially surplus sites, including acceptable land uses and lease termination clauses. Expressions of interest should be solicited first from City ABCDs and then from external organizations.

Timing of background/research work: Much of the background research is already done. Should Council approve the recommended revisions to the study, the remainder of the work would be completed by year end, 2005. However, the commissioning of Building Condition Assessments, Phase 1 and Phase 2 Environmental Assessments, and property valuations and realty tax scenarios for selected properties would likely not occur until the Working Committee (see below – Phase 2) starts generating consolidation options.

### (3) Phase 2 - Generation and analysis of alternatives

It is recommended that the Deputy City Manager and Chief Financial Officer be authorized to establish a Working Committee for the Yard Consolidation Study – West District Segment (YCS), the purpose of which will be to devise and evaluate the impact of different scenarios for a yard system in the West District. The YCS Working

Committee would be chaired by the Executive Director, Facilities and Real Estate or his designate.

Each division that occupies a yard falling within the scope of this study would have representation on the Working Committee. The following ABCDs would be requested to assign one representative (and one alternate) to the Working Committee:

- Emergency Medical Services
- Facilities and Real Estate
- Fire Services
- Fleet Services
- Parks, Forestry and Recreation
- Purchasing and Materials Management
- Solid Waste Management Services
- Toronto Parking Authority
- Toronto Police Service
- Toronto Water
- Transportation Services

The need for active participation of affected labour unions is also recognized. An appropriate mechanism to engage representatives from CUPE Locals 79 and 416 and Fire Association Local 3888 in the process will be developed.

Collectively, the Working Committee would be charged with:

- generating alternative scenarios for a consolidated yard system;
- analyzing each alternative scenario for advantages and disadvantages;
- identifying categories of costs and benefits arising from implementation;
- calculating operational costs and benefits for each scenario;
- calculating transitional costs arising from scenario implementation;
- participating in site planning and space planning exercises;
- presenting alternatives to stakeholder groups (e.g. communities in the West District), and seeking input from them; and
- achieving consensus on preferred alternatives, including the identification of potential surplus properties, new properties or buildings that might be required (including ballpark estimates for costs), implementation measures and any related changes to service delivery.

Each participating division would be responsible for testing and evaluating its own service delivery implications in each alternative scenario. This information would be combined into an overall cost-benefit analysis.

Overall cost-benefit analyses, overall site planning, overall space planning, and organization of meetings (both internal and community) would be the responsibility of Facilities and Real Estate.

It is recognized that several ABCDs have recently undertaken significant capital investments in certain yard facilities falling within the scope of this study. These investments will be given due consideration in cost-benefit analysis and Working Committee discussions that will occur as part of this study.

The Working Committee will also take into consideration other current initiatives or studies impacting the yard system that are being undertaken by various ABCDs.

Facilities and Real Estate will work with stakeholder ABCDs to ensure that duplication in such studies does not occur relative to the Yards study. Specifically, this study will have regard for:

- previous yard consolidations authorized by City Council;
- a fuel service review being conducted by Fleet Services;
- a warehouse and stores rationalization study being conducted by Purchasing and Materials Management;
- a space planning study being done by Toronto Water; and
- other proposed studies that are to be conducted by affected ABCDs during the course of this study.

Each ABCD having representation on the Working Committee will create a subcommittee comprised of support staff from its respective program area. Each subcommittee will be responsible for conducting technical analyses of the scenarios generated by the Working Committee as it applies to its own program area, especially with respect to impacts on operating budgets, capital expenditures required, and cost-benefit analysis. Cross-communication between subcommittees will be fostered and encouraged. The results of analyses conducted by subcommittees will inform the discussions of the Working Committee.

The schedule, agendas and detailed work programmes for the meetings would be set by the project manager from F and RE's Development and Portfolio Planning Unit, in consultation with the rest of the Working Committee members. Decisions would be arrived at through consensus of the Working Committee.

The YCS Working Committee would first convene in January 2006, and would meet once every two to three weeks for the duration of 2006 to ensure maximum progress.

(4) Phase 3 - Reporting back to the Administration Committee and City Council

It is recommended that the Deputy City Manager and Chief Financial Officer report back to the Administration Committee annually on the status of a recommended consolidation option (or options) and implementation measures.

(5) Phase 4 - Implementation

Phase 4 would consist of the actual implementation of what Council adopts, including further community consultations, transition planning, detailed site planning, design,

construction, the determination of capital costs and sources of funding for required changes to yard infrastructure arising from the recommendations of the report, and the buying and/or selling of property. The details of Phase 4 would be set out in the report back that will be done in Phase 3.

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***City Council – December 5, 6 and 7, 2005***

*Council also considered the following:*

- *Communication (November 9, 2005) from the Works Committee [Communication 4(a)].*

*Subject: Works and Emergency Services Yard Consolidation Pilot Project –  
Status of Project and Proposed Changes to the Study Methodology*

***Recommendation:***

*The Works Committee on November 8 and 9, 2005, recommended that City Council adopt the staff recommendations in the Recommendations Section of the report (October 14, 2005) from the City Manager respecting Works and Emergency Services Yard Consolidation Pilot Project – Status of Project and Proposed Changes to the Study Methodology; and further directed that this recommendation be forwarded to City Council for consideration with Report 9, Clause 1 of the Administration Committee.*