

8304 Sheppard Avenue East - Official Plan & Rezoning Applications - Preliminary Report

Date:	February 16, 2010
To:	Planning and Growth Management Committee
From:	Chief Planner and Executive Director
Wards:	Ward 42 – Scarborough-Rouge River
Reference Number:	10 102286 ESC 42 OZ

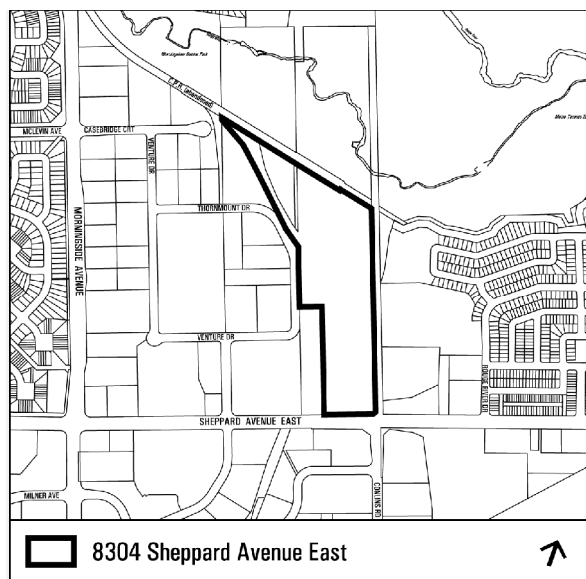
SUMMARY

These applications were made on or after January 1, 2007 and is subject to the new provisions of the Planning Act and the City of Toronto Act, 2006.

These applications propose a Toronto Transit Commission (TTC) Light Rail Vehicle (LRV) Maintenance and Storage Facility at 8304 Sheppard Avenue East. This facility is intended to serve the Sheppard East, Eglinton Crosstown and Scarborough Malvern Light Rail Transit (LRT) lines which are all part of the Transit City Plan.

This report provides preliminary information on the above-noted applications and seeks Planning and Growth Management Committee’s direction on the further processing of the applications and on the community consultation process.

These applications seeks to permit a maintenance and storage facility which is a key component of the Transit City Plan. Accordingly, staff is of the view that the application should be deemed a matter of City-wide interest and that all planning reports be routed through and the public



meeting held before the Planning and Growth Management Committee. The applications should proceed through the normal planning process in terms of community consultation. Staff will attempt to combine the community consultation for these Planning Act applications with the second public open house to be held as part of the required Environmental Assessment process. The planning process can, for the most part, run in tandem with the Environmental Assessment process. A final report and public meeting are targeted for summer 2010 provided the required information is provided in a timely fashion and issues raised are addressed in a satisfactory manner.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Planning and Growth Management Committee confirm that these applications respecting a LRV maintenance and storage facility required as part of the Transit City Plan are of City-wide interest and that all planning reports on these applications be routed through Planning and Growth Management Committee to City Council.
2. Staff be directed to schedule a community consultation meeting together with the Councillors for Ward 42 and Ward 44 and, if possible, to combine this meeting with the second public open house required as part of the parallel Transit Project Assessment process.
3. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.
4. Notice for the public meeting under the Planning Act be given according to the regulations under the Planning Act and the public meeting be held before the Planning and Growth Management Committee.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

City-Wide Planning Matters

City Council has adopted Guidelines for Identifying and Processing Planning Matters of City-wide Interest and Cross-Boundary Issues. The guidelines can be found at <http://www.toronto.ca/legdocs/mmis/2008/cc/bgrd/pg13.4att.pdf>

These guidelines describe the type of planning matters that are of City-wide interest and establishes a process to route these planning matters through Planning and Growth Management Committee to City Council. The guidelines are rooted in the principle that a planning matter will be considered to be of local interest and will be processed through

Community Councils unless identified by the Chief Planner based on these guidelines, as being of City-wide interest.

City Planning is of the view that the Planning and Growth Committee should have carriage of the applications given they relate to key transportation infrastructure to be provided on publicly owned lands. The proposed maintenance and storage facility is a key component of the Transit City Plan and is a functional component of the Sheppard East LRT line which is already under construction. Provincial funding for this line and the proposed maintenance and storage facility is available through Metrolinx.

Pre-Application Consultation

Pre-application consultation meetings were held with the applicant to discuss complete application submission requirements.

ISSUE BACKGROUND

Proposal

The TTC is proposing to develop the property at 8304 Sheppard Avenue East with a LRV maintenance facility and storage yard for new LRVs for Transit City, including the Sheppard East LRT. The proposal includes track storage areas, an approximately 16,852 square metre maintenance and repair facility to the east of Thornmount Drive, an electrical substation approximately 884 square metres in size and a 1,426 square metre maintenance of way building at the south end of the site, north of Sheppard Avenue East.

The property is owned by the Ministry of Transportation which has tasked Metrolinx with implementing the project. The TTC, on behalf of Metrolinx, has been authorized to make these planning applications and to proceed with the required Environmental Assessment work.

A concept site plan is included as Attachment 3. This plan will continue to be refined as the required Environmental Assessment process proceeds.

The three buildings are proposed to be one storey in height, with a portion of the LRV maintenance and repair facility being 2 storeys in height. Each building is proposed to have a green roof.

The maintenance and repair building includes LRV servicing, inspections and corrective maintenance, body repair and painting, brake testing and wheel truing along with TTC administrative and security offices and employee training rooms. The Maintenance of Way building includes materials and equipment for the servicing of the track and overhead track wiring.

The LRV track yard will have a capacity for approximately 100 LRVs.

Approximately 350 employees will eventually work at the facility, with the majority of workers (approximately 200) on the day shift.

LRV access (ingress/egress) to the site is proposed via two entrances on Sheppard Avenue East. The primary access for streetcars making left and right turns to or from the facility will be at the Sheppard/Conlins intersection via the driveway that forms a northerly extension of Conlins Road. The Sheppard/Conlins intersection currently operates under traffic signal control. The proposed westerly access will require the installation of new traffic signals. This access point is only proposed to be used in the event the primary access is unavailable. LRV circulation on site will operate in a counter-clockwise fashion in order to permit proper manoeuvring of vehicles into the maintenance building and staging areas.

Automobile and truck traffic related to the maintenance and repair facility will access the site by way of a driveway on Thornmount Drive. Traffic related to the electrical substation and maintenance of way building will use the two proposed Sheppard accesses.

Approximately 257 parking spaces are proposed on site with the majority located near the Thornmount Drive entrance. Additional parking is also proposed by the electrical substation and maintenance of way building.

The southern portion of the existing watercourse on site is proposed to be realigned since the LRVs are required to enter the site via Sheppard Avenue East. The City trunk sewer line on site is also proposed to be realigned.

Site and Surrounding Area

The site is approximately 12.9 hectares (32 acres) in area and is located on the north side of Sheppard Avenue East, adjacent to the unopened road allowance of Conlins Road. The site is vacant and has approximately 130 metres of frontage on Sheppard Avenue East and 255 metres of frontage on Thornmount Drive.

The site is irregular in shape and relatively flat with sloping areas adjacent to the north and east property boundaries.

A watercourse traverses the south and east limits of the site and flows northeast, eventually terminating at a concrete catch basin in the north-east corner of the property. The watercourse is lined over its entire length with a concrete block treatment.

A 15 metre wide City easement traverses the site and accommodates a 1.05 metre diameter sewer trunk line.

Abutting uses are as follows (see Attachment 1 Context Map):

North: The forested Rouge River Valley, which includes Morningside Creek, and Toronto Zoo lands.

South: Gas station and vacant employment lands on the south side of Sheppard Avenue East, and a long-term care facility (Extendicare Rouge Valley) located at the south-east corner of Conlins Road and Sheppard Avenue East.

East: unopened Conlins Road allowance, an EMS facility on the north side of Sheppard Avenue East, City park (Joyce Trimmer Park) and two future school sites within the Mattamy residential subdivision.

West: City works yard and various employment uses on the west side of Thornmount Drive.

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.

The Greenbelt Plan identifies the Greenbelt of the Greater Golden Horseshoe as an area where urbanization should not occur in order to provide permanent protection to the agricultural land base and the ecological functions and features occurring in this landscape. The Greenbelt Plan restricts development and land use within the Greenbelt area. Within the City of Toronto, the Rouge Valley south of Steeles Avenue, including the Rouge River Watershed and the Rouge Park, is designated as Greenbelt. City Council's planning decisions are required to conform, or not conflict, with the Greenbelt Plan.

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

Transit City Light Rail Plan

Transit City is an initiative to build new LRT lines to neighbourhoods and areas currently not served by rapid public transit. These routes will reinforce the public transit focus of the City Official Plan. Electrically-powered LRVs will travel in reserved lanes providing a smooth, fast and comfortable transit experience. The Transit City Route Map is included as Attachment 2.

Through Metrolinx, the Province of Ontario is providing funding for the four priority Transit City projects - the Sheppard East LRT, Eglinton Crosstown LRT, Finch West LRT and the Scarborough Rapid Transit line.

The TTC has established a website for Transit City at www.transitcity.ca

Sheppard East LRT

This 14 kilometre route will operate between Don Mills subway station and Meadowvale Road in northeast Scarborough and will intersect with the Sheppard subway line, Don Mills LRT, GO Transit Stouffville line, and the Scarborough Malvern LRT. Construction has already started.

The Environmental Assessment (EA) for the Sheppard East LRT was approved in 2009.

Storage and Maintenance Facility - Environmental Assessment

The proposed Sheppard maintenance and storage facility is one of four such facilities required to provide service to the Transit City network. The Sheppard facility is intended to eventually serve the Sheppard East, Scarborough Malvern and Eglinton Crosstown LRT lines. Each facility will be the subject of a Environmental Assessment (EA) under the Transit Project Assessment Process. This process is designed to look at alternative site designs and is not required to consider alternative site locations.

Preliminary planning is underway for the Sheppard facility and a public open house was held on February 12, 2010 to introduce the project, show potential layouts, and to present and discuss existing site conditions and criteria to be used in the Transit Project Assessment process. City Planning staff attended this open house and provided information on the related planning applications and planning process. Persons who attended the open house and chose to sign in will be added to the interested parties list for the planning applications and will be given notice of the community consultation meeting.

The TTC advises that a Notice of Commencement will be issued in March 2010 to start the Transit Project Assessment Process. A second open house will be held in spring 2010. The entire process is projected to be completed in the fall of 2010.

Much of the work required as part of the City Planning process is also required as part of the EA process. The second public open house noted-above is tentatively scheduled for April 2010. City staff, in consultation with the Councillors for Wards 42 and 44 and the TTC, will attempt to combine the required community consultation meeting on the planning applications with the second open house to be held under the Transit Project Assessment process.

Official Plan

The lands are identified as part of an Employment District as shown on the Urban Structure Map (Map 2). Generally, lands are to be protected and promoted exclusively for

economic activity. Transit use is encouraged in Employment Districts through investing in improved levels of service and encouraging new economic activity.

The lands are primarily designated as Employment Areas (see Attachment 7). This designation provides for a wide range of employment uses which support the economic function of these areas and the amenity of adjacent areas. The mitigation of effects of noise, vibration, dust, odours or particulate matter that will be detrimental to other businesses or the amenity of neighbouring areas is required along with a requirement to minimize nuisance impacts with adjacent residential areas through appropriate measures such as landscaping and fencing.

A portion of the lands are also designated as Natural Areas. This designation generally applies to the lands along the existing watercourse and the east property line. Plan policies state that such areas will be maintained primarily in a natural state while allowing for conservation projects, public transit, public works and utilities for which no reasonable alternatives are available, and that are designed to have only minimal adverse impacts on natural features and functions.

The entire site is identified as being part of the City's Natural Heritage System on Map 9 to the Plan. Generally, the natural heritage system is made up of water courses, ravines and valley slopes, forests, meadows, wetlands and significant physical features such as the Lake Iroquois shoreline. Development is generally not permitted and is required to be setback at least 10 metres from the top-of-bank of valleys, ravines and bluffs and other locations where slope instability, erosion, flooding, or other physical conditions present a significant risk to life or property. All proposed development in or near the natural heritage system will be evaluated to assess the development's impacts on the natural heritage system and identify measures to mitigate negative impact on and/or improve the natural heritage system. An impact study may be required.

The lands are also subject to Site and Area Specific Policy 135. Only uses within the Employment Areas designation that are compatible with the Toronto Zoo are permitted. The policies permit the use of holding (H) provisions in the zoning by-law to ensure proposed development will not impact the Rouge River valley. Further, that visual impacts on the Toronto Zoo are adequately addressed and that adverse effects from air emissions, noise, vibration, odours, dust and glare likely to be generated by development on the lands are not detrimental to the Toronto Zoo and adjoining developments and land uses.

Zoning

The lands are zoned Industrial (M) and subject to a holding provision (H) under the Employment Districts Zoning By-law No. 24982, as amended, of the former City of Scarborough (see Attachment 6). No uses are permitted until the holding provision (H) is removed.

The holding provision shall be removed by amending by-law when Council is satisfied that Site and Area Specific Policy 135 of the Official Plan has been met.

Lands within 15 metres of the centre line of the creek are considered to be within an Open Space Zone (O) which only permits passive recreational uses, flood or erosion control measures and watercourse protection or bank stabilization works and projects.

The Industrial (M) zone permits day nurseries, educational and training facilities, industrial uses, offices (excluding medical and dental), places of worship and recreational uses. All uses are required to be conducted wholly within an enclosed building. Public Transportation Uses are not permitted.

Site Plan Control

All of the lands, with the exception of the north-west portion, are located within a site plan control area. A site plan control by-law should be passed to include these lands and can be considered as part of the final staff report on the applications. An application for site plan approval has not been submitted.

Tree Preservation

According to the Arborist Report and Natural Heritage Impact Studies submitted, meadow habitat covers most of the lands. There are some forested areas on site and 25 trees have been identified as subject to protection under the City's Private Tree By-law. This by-law regulates injury or removal of privately-owned trees which measure 30 centimetres in diameter or more as measured at 1.4 metres above ground level.

Ravine and Natural Feature Protection

A portion of the property, along the entire east boundary and along the existing watercourse, are subject to the provisions of the City of Toronto Ravine and Natural Feature Protection By-law. The by-law regulates the injury and destruction of trees, dumping of refuse and changes to grade within protected areas. A permit is required to conduct any of these activities on protected lands.

TRCA Regulated Area

A portion of the lands, which generally coincides with the area subject to the Ravine and Natural Feature Protection By-law, are within a TRCA Regulated Area. Alterations to grade, filling etc. within this area are not allowed without a permit from TRCA.

Greenbelt Plan, Rouge Park and Significant Natural Areas

The subject lands are not located within either the Greenbelt Plan or the Rouge Park.

Lands to the north and east are included within both the Greenbelt Plan and Rouge Park. These lands include the Rouge River Valley which is a Provincially Significant Area of Natural and Scientific Interest (ANSI), and a TRCA recognized Environmentally Sensitive Area (ESA) being the Morningside Forest ESA.

Reasons for the Application

As noted earlier, the Natural Areas designation applies to lands in proximity to the existing watercourse. Since a portion of the existing watercourse is proposed to be re-

aligned, this designation will need to be adjusted. A site specific policy will also be required if development encroaches within 10 metres of the top-of-bank.

A zoning by-law amendment is required to permit a public transportation use and outside storage, to remove the existing holding (H) provisions, if appropriate, and to impose required performance standards.

COMMENTS

Application Submission

The following reports/studies were submitted with the application: Planning Justification Report, Stage 1 and 2 Archaeological Report, Traffic Impact Study, Natural Heritage Impact Statement, Arborist Report, Stormwater Management Report, Phase I and II Environmental Site Assessment Reports, and Inventory of Existing Conditions.

A Notification of Incomplete Application, issued on February 5, 2010, identifies the outstanding material required for a complete application submission as follows: Noise Impact Study, Vibration Study, Glare/Lighting Report, Air Quality Study, Viewshed Analysis (as it relates to the Toronto Zoo), Green Development Standards Checklist, Servicing Report, Geotechnical Study and Tree Preservation Plan.

Issues to be Resolved

Adverse Effects

Reports which indicate the likely adverse effects the proposed development will pose on existing or proposed sensitive land uses (residential, institutional) within proximity to the site are required to be submitted and recommended mitigation measures identified (eg. setbacks, barriers/berms, fencing). As noted earlier in this report, a Noise Impact Study, Vibration Study, Air Quality Study (noise, dust, odour) and Glare/Lighting Report, have not been submitted and are a complete application submission requirement. Further, a Viewshed Analysis (as it relates to the Toronto Zoo) is required.

These reports will be reviewed to ensure that any adverse effects are appropriately mitigated.

Natural Heritage

A Natural Heritage Impact Study was submitted but is not complete and contains no recommendations. A complete Impact Study is required in order to determine what negative impacts the development may have on the Natural Heritage system and recommended mitigative measures (ie. buffers).

The Rouge River Valley lands, which include the Rouge River Valley Life Science ANSI, are located just to the north of the site. The Provincial Policy Statement and the Official Plan state that development and site alteration shall not be permitted on lands adjacent to natural heritage features, such as provincially significant ANSIs, unless it has been demonstrated that there will be no negative impacts on the natural features or their ecological functions.

A Tree Preservation Plan was not filed and is a complete application submission requirement. Once submitted, the plan will be reviewed by Urban Forestry staff to ensure that adequate tree protection measures are secured during the planning approval process.

Transportation

A traffic impact study was submitted. Among other matters, staff will need to fully assess the operational aspects of the proposed Sheppard Avenue access points. This includes a review of potential pedestrian and bicycle conflicts on Sheppard Avenue East with LRV operations and potential conflicts with the existing access driveway to the parking area which serves Joyce Trimmer Park.

Servicing

A Functional Servicing Report has not been submitted and is a complete application requirement. Once submitted, the servicing report will be reviewed to determine, among other matters, what upgrades to existing infrastructure (ie. storm, sanitary and water services) are required to support the proposed development.

Toronto Green Standard

Staff encourage the applicant to meet at least Tier 1 of the 2009 Toronto Green Standard. A Green Development Standards Checklist was not filed and is a complete application requirement. The Stormwater Management report indicates some measures that will be pursued, including green roofs for each building, rainwater re-use for the primary maintenance building and the surfacing of all parking areas with permeable pavement.

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

CONTACT

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SIGNATURE

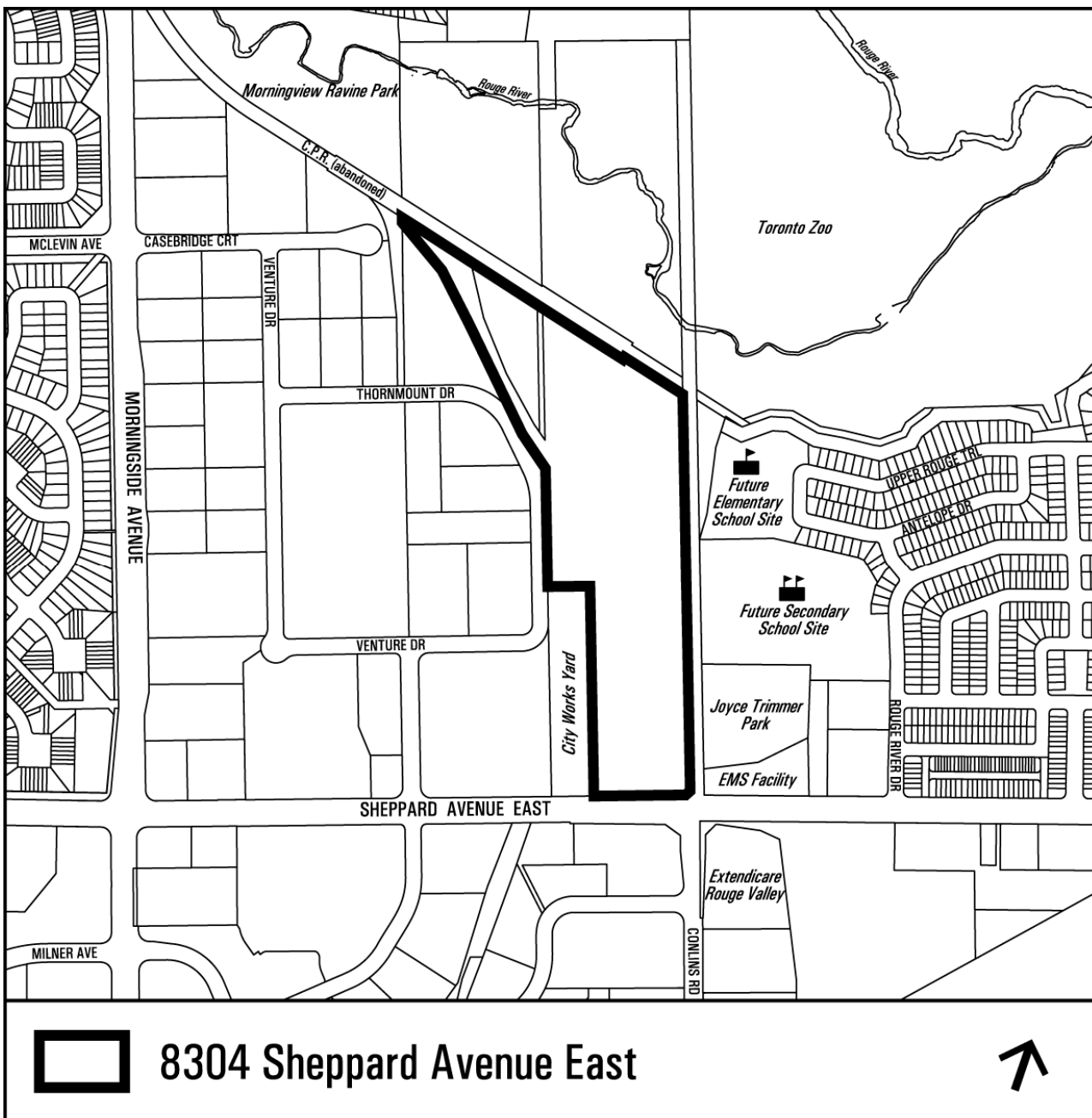
Gary Wright
Chief Planner & Executive Director
City Planning Division

ATTACHMENTS

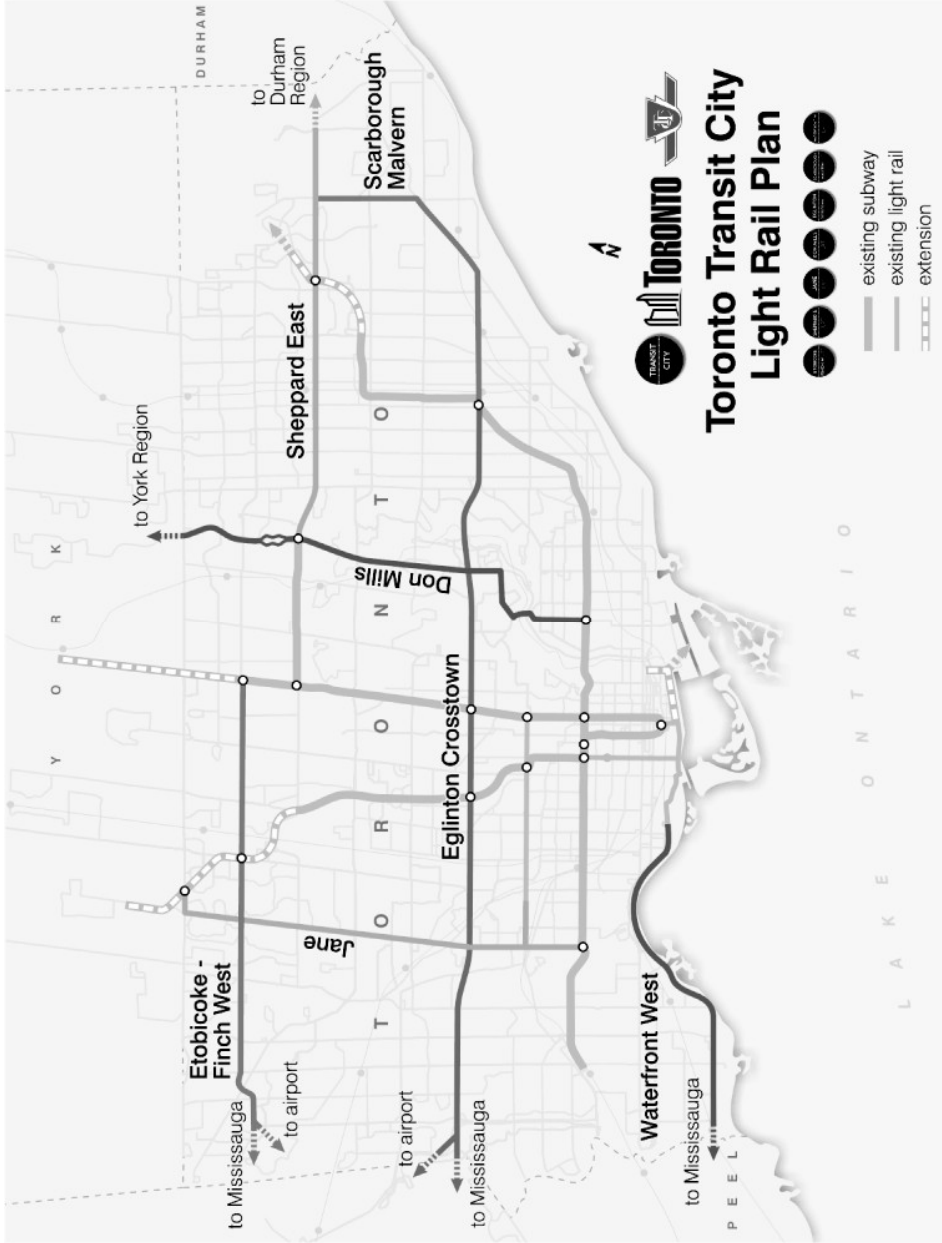
Attachment 1: Context Map

Attachment 2: Transit City Light Rail Plan
Attachment 3: Concept Site Plan
Attachment 4: Elevations
Attachment 5: Section Plan
Attachment 6: Zoning
Attachment 7: Official Plan
Attachment 8: Application Data Sheet

Attachment 1: Context Map



Attachment 2: Transit City Light Rail Plan



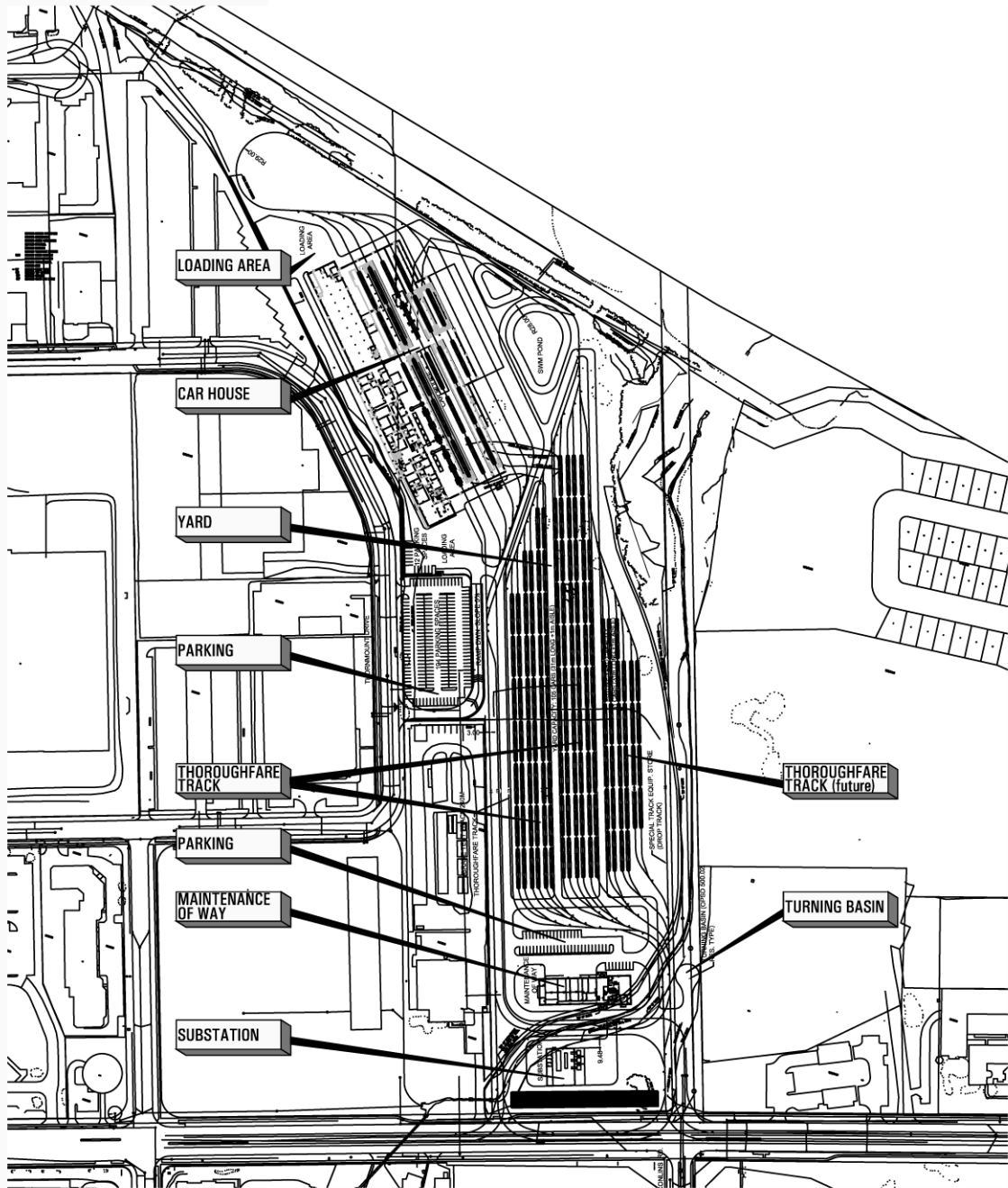
8304 Sheppard Avenue East

Toronto Transit City Light Rail Plan

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Attachment 3: Concept Site Plan



Site Plan - Preliminary

8304 Sheppard Avenue East

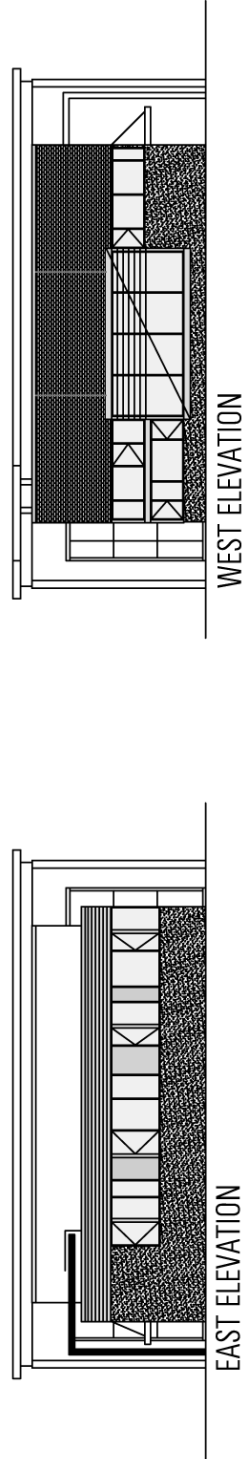
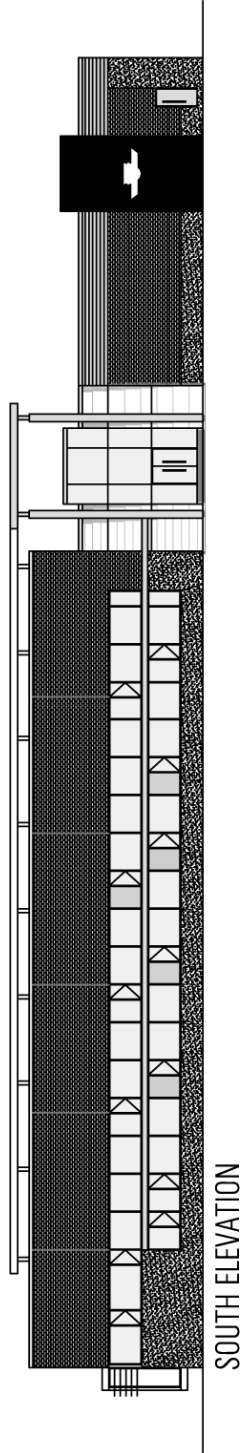
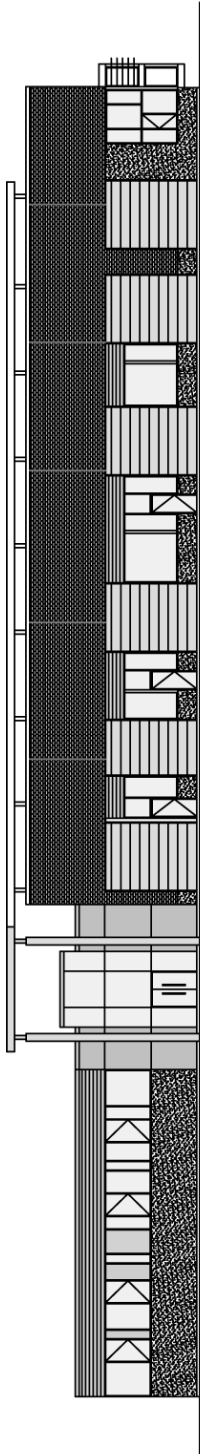
Applicant's Submitted Drawing

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01/29/10



File # 10-102286 OZ

Attachment 4: Elevations



Maintenance of Way Elevations

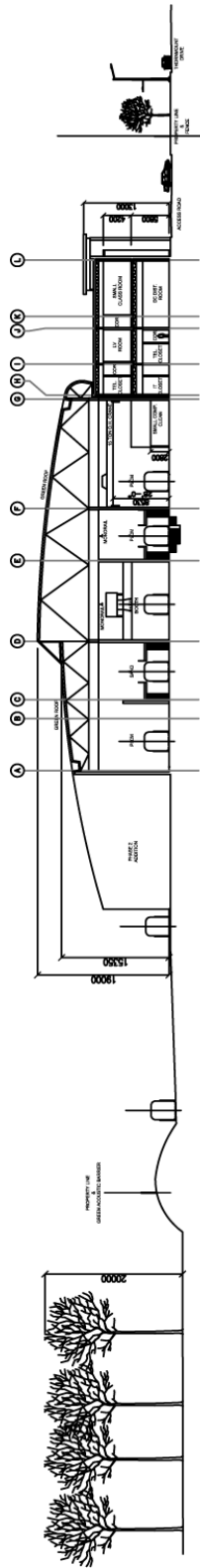
8304 Sheppard Avenue East

Applicant's Submitted Drawing

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File # 10-102286 0Z

Attachment 5: Section Plan



Maintenance and Repair Building - Section

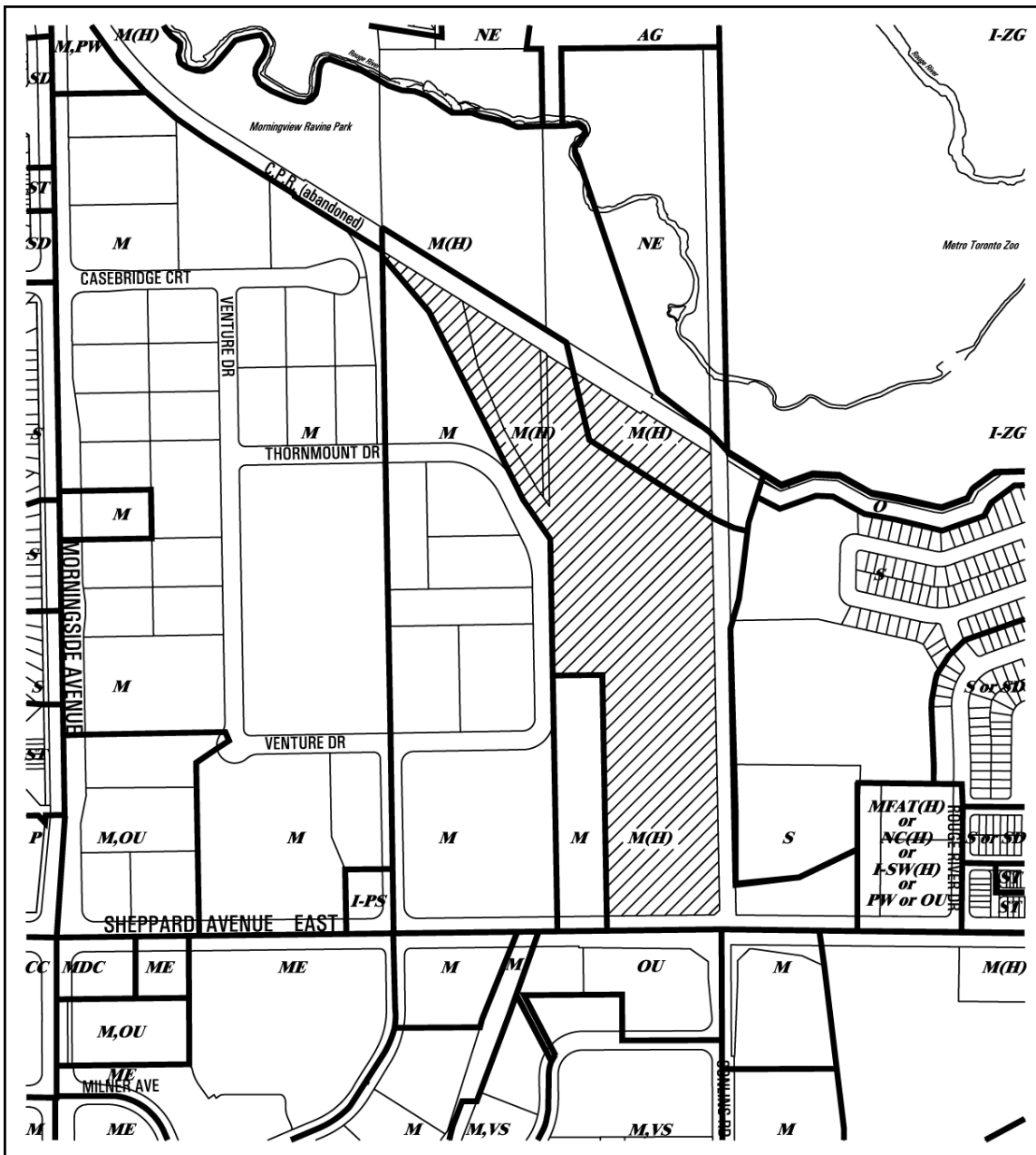
Applicant's Submitted Drawing

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8304 Sheppard Avenue East

File # 10-102286 0Z

Attachment 6: Zoning

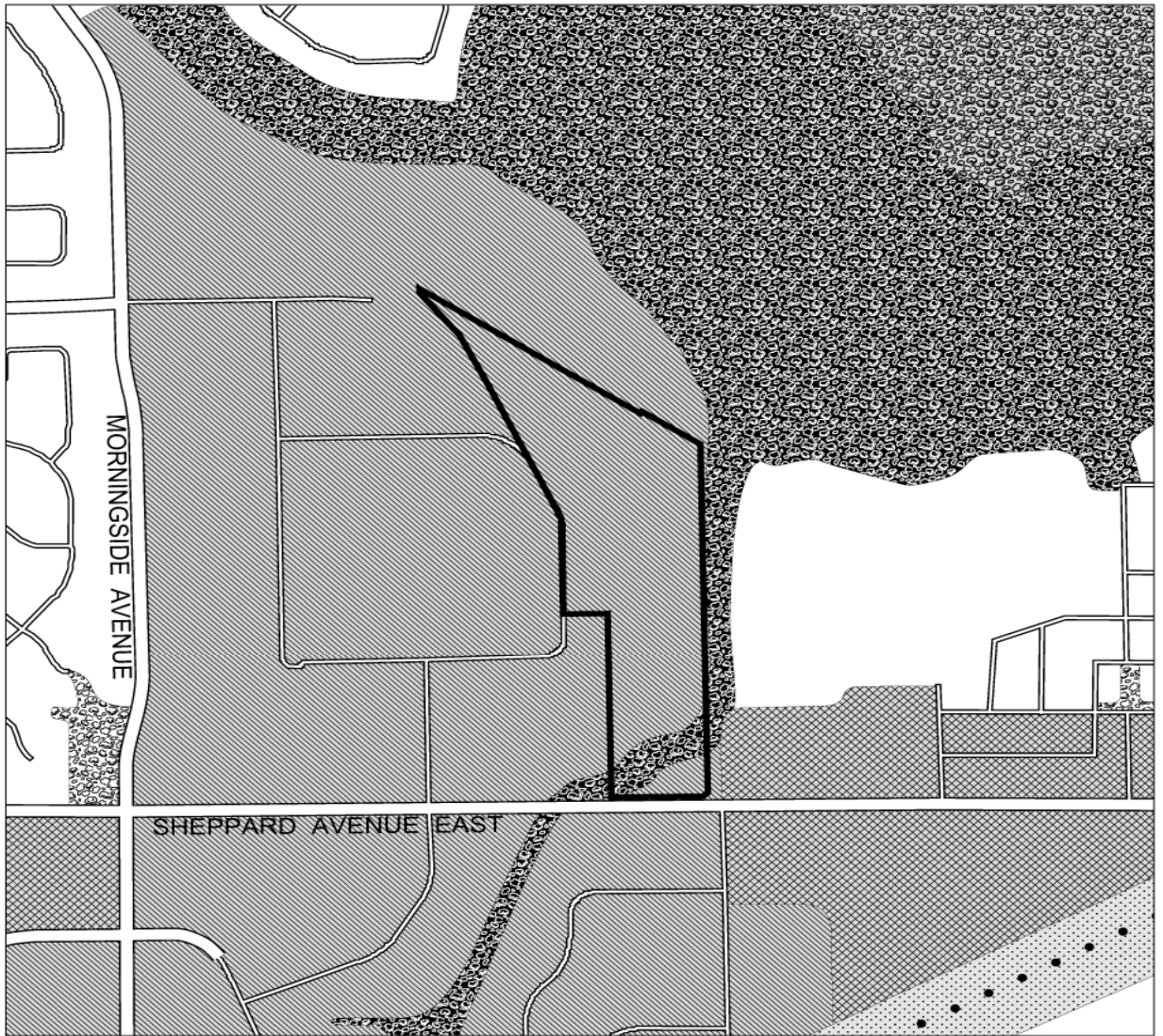


TORONTO City Planning Division
Zoning

8304 Sheppard Avenue East
 File # 10-102286 0Z

(H) Holding Provision	PW Places of Worship Zone	MDC Industrial District Commercial Zone	NE Natural Environment Zone	Malvern, Rouge, Upper Rouge Com.,
S Single Family Residential	I-SW Institutional - Social Welfare	ME Mixed Employment Zone	I-ZG Zoological Garden Zone	Rouge Emp. Bylaws
SD Semi-Detached Residential	I-PS Institutional - Public Services Zone	VS Vehicle Service Zone	O Major Open Spaces	Not to Scale
ST Street Townhouse Residential	NC Neighbourhood Commercial	OU Office Uses Zone	AG Agricultural Zone	01/26/10
MFAT Multiple Family Apartment - Terrace Residential	CC Community Commercial	M Industrial Zone	P Parks	↑

Attachment 7: Official Plan



Toronto City Planning
Official Plan

8304 Sheppard Avenue East

File # 10-102286 0Z



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 Not to Scale
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Attachment 8: Application Data Sheet

Application Type	Official Plan Amendment & Rezoning	Application Number:	10 102286 ESC 42 OZ
Details	OPA & Rezoning, Standard	Application Date:	January 8, 2010

Municipal Address:	8304 SHEPPARD AVE E N/S
Location Description:	PL 66M2247 PT LT10 NOW RP 66R16242 PT 1 **GRID E4207
Project Description:	Proposed Official Plan Amendment and Rezoning to permit a TTC Maintenance Facility and Storage Yard

Applicant:	Agent:	Architect:	Owner:
TORONTO TRANSIT COMMISSION	TORONTO TRANSIT COMMISSION		MINISTRY OF TRANSPORTATION

PLANNING CONTROLS

Official Plan Designation:	Employment Areas & Natural Areas	Site Specific Provision:	135
Zoning:	M (H)	Historical Status:	n/a
Height Limit (m):	none	Site Plan Control Area:	Yes, with exception of north-west portion

PROJECT INFORMATION

Site Area (sq. m):	128,727	Height:	Storeys:	2
Frontage (m):	Sheppard Ave E & Thornmount Drive	Metres:	Sheppard Ave. E: 132 Thornmount Dr.: 255	
Depth (m):	705 (average)			
Total Ground Floor Area (sq. m):	17,125		Total	
Total Residential GFA (sq. m):	0	Parking Spaces:	257	
Total Non-Residential GFA (sq. m):	19,161	Loading Docks	3	
Total GFA (sq. m):	19,161			
Lot Coverage Ratio (%):	13.3			
Floor Space Index:	0.15			

DWELLING UNITS

Tenure Type:		FLOOR AREA BREAKDOWN (upon project completion)		
		Above Grade	Below Grade	
Rooms:	0	Residential GFA (sq. m):	0	0
Bachelor:	0	Retail GFA (sq. m):	0	0
1 Bedroom:	0	Office GFA (sq. m):	0	0
2 Bedroom:	0	Industrial GFA (sq. m):	0	0
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	19,161	0
Total Units:	0			

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