



**STAFF REPORT
ACTION REQUIRED**

**Emery Village Road 2A
Municipal Class Environmental Assessment Study**

Date:	March 30, 2016
To:	Public Works and Infrastructure Committee
From:	General Manager, Transportation Services
Wards:	Ward 7 (York-West)
Reference Number:	P:\2016\Cluster B\TRA\TIM\pw16003tim.docx

SUMMARY

The Emery Village Transportation Master Plan (TMP) (May 2009) was carried out to support the Emery Village Secondary Plan (ESVP) review and identifies incremental improvements to the road network in the Emery Village area, including Emery Village Road 2A.

Road 2A is a new road link between Finch Avenue West and Toryork Drive, west of Weston Road. This road will alleviate congestion at the Finch Avenue West/Weston Road intersection and provide improved access for heavy trucks to/from the industrial area in the northwest quadrant. Operational improvements to the Finch Avenue West/Weston Road intersection will also improve Metrolinx Finch LRT operations.

The Environmental Assessment (EA) was carried out in accordance with the requirements for Schedule 'C' Projects, completing Phases 3 and 4 in accordance with the Municipal Class EA. The recommended plan includes a new 20 metre (m) wide north/south public road right-of-way that consists of 2.9 m wide boulevards and 2.1 m wide sidewalks on both sides of the street. Road 2A will form a new signalized intersection with Finch Avenue West and a new stop-controlled intersection with Toryork Drive.

Based on preliminary estimates, the new road will cost approximately \$4.3 - \$4.9 million. This includes design and construction costs, land acquisition costs and the costs required to reconfigure a portion of the City's Emery Yard that is impacted by the road alignment.

In addition to impacting the Emery Yard, the preferred alignment for Road 2A will require land acquisition from three private properties, one at Toryork Drive and two at Finch Avenue. For each, the impact is small and so only partial acquisitions from these properties is anticipated. The property

impacts to the south side of Finch Avenue West are related to the implementation of the Finch West LRT project and would not be otherwise needed to accommodate Road 2A.

Funds for this project are not currently included in the approved 10-Year Capital Plan.

RECOMMENDATIONS

The General Manager, Transportation Services, recommends that:

1. City Council endorse the recommendations included in the Emery Village Road 2A Municipal Class Environmental Assessment (MCEA);
2. City Council authorize the General Manager of Transportation Services to publish a Notice of Completion and file the Environmental Study Report (ESE) for the Emery Village Road 2A Study in the public record for a minimum 30 days, in accordance with the requirements of the MCEA; and
3. City Council direct the General Manager of Transportation Services to request Metrolinx to coordinate and include construction of Emery Village Road 2A with the Finch West LRT project given the anticipated constructing staging benefits that Road 2A may provide for construction of the Finch West LRT project.

Implementation Points

If City Council endorses the study recommendations, the Environmental Study Report will be filed in the public record for a minimum 30-day review period. During this period, any interested party may request that the Minister of the Environment and Climate Change issue a Part II Order under the *Environmental Assessment Act* (EAA). The City is then obliged to work with the requestor to resolve their concerns or to advise the Ministry of the Environment and Climate Change of the rationale for denying the request. If a Part II Order is not granted or if requests or objections received during the filing period are resolved, the project may proceed to implementation.

The implementation of Road 2A will offer benefits during construction of the Finch West LRT project by mitigating some of the traffic impacts at the Finch Avenue West/Weston Road intersection. Delivery of Road 2A has been identified as a supplemental improvement, that subject to negotiations on capital and operating cost-sharing with Metrolinx, should be coordinated with the delivery of the Finch West LRT project. Advancement and delivery of Road 2A is being pursued in a cost-sharing negotiation with Metrolinx to the extent that Road 2A will facilitate work on a portion of the Finch West LRT project.

Financial Impact

There is no immediate financial impact resulting from the recommendations contained in this report.

Based on preliminary estimates, the new road will cost approximately \$4.3 - \$4.9 million. This includes design and construction costs, land acquisition costs and the costs required to reconfigure a portion of the City's Emery Yard that is impacted by the road alignment.

Property impacts along the south side of Finch Avenue West are expected to be borne by Metrolinx as part of the Finch West LRT project.

As a result of the preferred alignment extending through a portion of the Emery Yard, additional costs will be required to reconfigure existing parking and storage space to other locations within the Yard. These costs are anticipated to be minimal and are reflected in the estimated cost above.

No provision has been made for this project in the Transportation Services' 10-year Capital Plan. Funding for this project will be considered as part of a future budgetary submission.

Subject to Council's approval, staff will work with Metrolinx to coordinate the delivery of Road 2A with the Finch West LRT project on the basis that Road 2A will provide an alternative detour route for traffic during construction work and provide relief to the Finch Avenue West and Weston Road intersection.

The Deputy City Manager & Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

At its meeting of November 26, 27, 28 and 29, 2002, City of Toronto Council approved the Emery Village Secondary Plan and adopted the following resolution regarding Road 2A:

"the City initiate appropriate actions to immediately declare surplus that portion of the Emery Parks Yard lands required to facilitate the entire road construction on Emery Parks Yard lands, and that such lands shall be provided to the applicants at no cost, provided the applicants construct or provide the necessary funds to the City for the construction of the aforementioned road."

<http://www.toronto.ca/legdocs/2002/agendas/council/cc021126/ny12rpt/cl023.pdf>

On August 5 and 6, 2009, City Council approved, in principle, the recommended plan for the transportation network for Emery Village as proposed in the Emery Village TMP Study.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2009.PG26.8>

ISSUE BACKGROUND

In November 2002, City of Toronto Council approved the EVSP. The EVSP was subsequently included in the new Official Plan, approved by City Council in June 2006. One of the main objectives of the EVSP is to provide a village-like mixed-use residential/commercial development in

order to achieve an improved streetscape, a safe pedestrian and cycling environment, reduced dependency on personal vehicles, and a better street access network for vehicular needs.

The existing Emery Village transportation network provides no clear alternative north-south routes west of Highway 400 and east of the Humber River to the Weston Road / Finch Avenue West intersection. However, southwest of the EVSP area, the residential roads link Finch Avenue West, west of the EVSP area, to Weston Road south of the secondary plan area (Jayzel Drive, Rumike Road/Milvan Drive, and Lanyard Road). There is also no opportunity for east-west vehicles, pedestrians or cyclists to cross the CP Rail line between Finch Avenue West and Sheppard Avenue.

In 2006, the Transportation Services Division initiated a TMP for the EVSP area following the procedures for Master Plans under the Municipal Class EA. The objective of the Master Plan was to identify the transportation infrastructure solution and implementation plan required to support development in Emery Village.

Approved by City Council in 2009, the TMP identified a number of transportation improvements, including new road connections, intersection improvements and new pedestrian/cycling connections. Attachment 1 shows the TMP improvements that were endorsed. A number of these improvements, including Road 2A, require additional EA approvals.

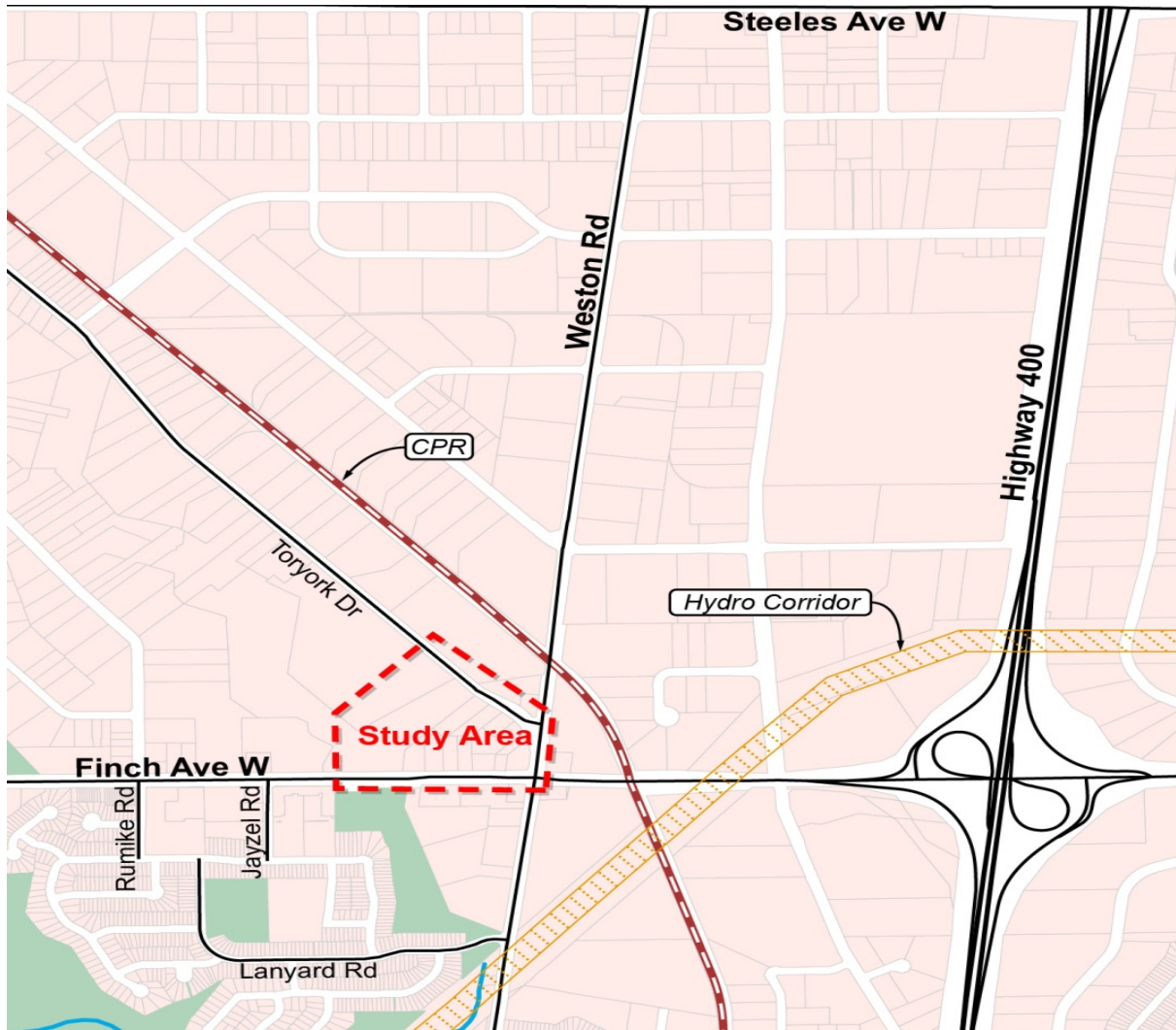
Road '2A' is intended to not only accommodate projected development traffic but also to provide convenient accesses and achieve City Building objectives by dividing large development sites into smaller blocks. Smaller blocks will promote a walking and cycling environment, thereby improving pedestrian safety, as well as balancing vehicular and non-vehicular needs. Road 2A is also intended to release traffic pressure at the Finch/Weston intersection.

COMMENTS

Existing Conditions

The project study area is bounded by Jayzel Drive to the west, the Canadian Pacific rail corridor to the east, the Canadian Pacific rail corridor to the north and Lanyard Road to the south. A map showing the focussed study area is included below in Figure 1.

Figure 1 – Study Area



Transportation Network

The surrounding road network includes Toryork Drive, which is an industrial collector road connecting to Weston Road from the north and west. To the south and west, there is a local and collector road system serving the adjacent residential community, with two intersections to Finch Avenue West (Jayzel Drive and Rumike Road) and a collector road intersection to Weston Road south of Finch Avenue West (Lanyard Road). This neighbourhood road network has residential frontage and school sites within the established residential community.

The study area transportation network is challenged by a number of physical constraints, including, the Humber River to the west, the CP Rail corridor to the east, the Hydro One corridor and Highway 400 east of Weston Road. As such, there are limited vehicle, cycling and pedestrian connections through the study area.

The intersection of Weston Road and Finch Avenue West currently experiences heavy traffic volumes during the peak periods. Road 2A will assist in alleviating some of this congestion, and will improve heavy vehicle traffic movements through this intersection to/from the industrial area in the north-west corner of the study area.

Land Use

Lands within the study area are generally designated as Mixed Use Areas (northwest, southwest and southeast quadrants), Apartment Neighbourhood (southwest quadrant) and Employment Areas (northwest quadrant). The Emery Yard is located in the northwest quadrant and a park system runs along the Humber River on the west side of the study area.

The alternative alignments evaluated for Road 2A will affect the City's Emery Yard and three private properties, as follows:

1. **23 Toryork Drive** - owned by Titan Developments Inc., is currently vacant. There are no active development applications for this property. It is anticipated that a partial acquisition of this property will be required at the north west corner of this property.
2. **27 Toryork Road** (Emery Yard) – occupied by Transportation Services and Parks/Forestry Yard. Owned by the City of Toronto. The east 20 m wide strip, totalling approximately 6250 square metres of this property, will be transferred to Transportation Services for the new road.
3. **2397 Finch Avenue West** - occupied by a high rise residential apartment building. This property is partially impacted by a 231 m² property taking along the Finch Avenue West frontage . The apartment building will remain.
4. **2417 to 2433 Finch Avenue West** – occupied by a townhouse development. This property is partially impacted by a 130 m² property taking along the Finch Avenue West frontage . The townhouses will remain.

Property acquisition for the two affected properties located on the south side of Finch Avenue West (2397 Finch Avenue West and 2417 to 2433 Finch Avenue West) is attributable to Metrolinx's Finch West LRT Project and would not otherwise be needed to implement Road 2A. Property

acquisition costs for the property on the south side of Finch Avenue West is therefore assumed to be a Metrolinx responsibility.

Environmental Assessment Process

The Emery Village Road 2A Municipal Class EA has been completed in accordance with the requirements for a Schedule "C" project under the Municipal Class EA. Under Schedule "C" of the Municipal Class EA process, all five phases of the process must be completed.

Phases 1 and 2 of the Class EA have been completed as part of the TMP. As such the remaining phases follow this process:

- Phase 3 – identification and evaluation of alternative design concepts for the preferred alternative solution;
- Phase 4 – completion of the Environmental Study Report (ESR); and
- Phase 5 – project implementation.

The preparation of the ESR and the filing of the document in the public record constitute Phase 4 of the environmental planning process. Phase 5 relates to the implementation of the project and includes ongoing obligations related to the operation of the New Street and monitoring of project impacts in accordance with the completed ESR. The ESR is located on the project webpage at <http://www.toronto.ca/link2a>.

The Class EA Study was carried out with the assistance of consultant services and supported by a Technical Advisory Committee comprised of staff from Transportation Services, City Planning, Toronto Water, Engineering and Construction Services, Public Consultation and others. Outside agencies from the TRCA and Metrolinx were also consulted.

Public Consultation

Public involvement was an integral and ongoing part of the study process for the Emery Village Link 2A EA. The public consultation requirements of the MCEA were met and exceeded.

The first public meeting was held on March 7, 2007 as part of the Transportation Master Plan. The second public meeting was held on July 29, 2015 to gather feedback on the preliminary preferred alternative design concepts for Road 2A. During the course of the study, additional individual meetings were conducted with the local area Councillor, affected property owners, Emery Village Yards staff and the Emery Village Business Improvement Area (BIA).

Details of the public consultation can be found in Section 1.5 of the ESR. In addition, a project webpage (<http://www.toronto.ca/link2a>) that includes all pertinent information related to the Study as well as contact information was provided.

Problems and Opportunities - Study Purpose

The purpose of this study is to determine the preferred design for the extension of a new road (Road 2A) between Toryork Drive and Finch Avenue West, west of Weston Road. The new road has been identified in the EVSP and the TMP as a component of the transportation infrastructure needed to support redevelopment and revitalization of the Emery Village area.

The implementation of Road 2A is consistent with the stated transportation improvements and strategies in providing:

- a logical connection and opportunity for arterial road pedestrian / cyclist crossings and new connections to Lindy Lou Park;
- an alternative to arterial roads that will mitigate future neighbourhood vehicle intrusion;
- a transportation network that allows for improved transit operation through the study area and increased accessibility northwest of the Weston Road/Finch Avenue West intersection;
- additional road capacity within the secondary plan area; and
- access to projected developments.

Alternatives Designs

The general location for Road 2A was established as part of the Emery Village TMP (Attachment 1) and is largely the result of constraints to both the east (proximity to the Finch Avenue West and Weston Road intersection) and the west (TRCA lands).

Eight alternative designs for the preferred alternative solution were developed for the new road connection, in consultation with stakeholders, based on an assessment of the existing environment, including constraints, potential environmental impacts and required mitigation measures. Each alternative includes a 20 metre wide public-right-of-way and is comprised of 2.1 m wide sidewalks and 2.9 m wide boulevards on both sides of the street.

The eight alternative road networks considered are illustrated in Attachment 2.

Recommended Plan

The alternative designs were evaluated using a broad set of criteria that consider the environment as defined by the *Environmental Assessment Act* (e.g. the natural environment, the cultural environment, land use, cost effectiveness and a variety of transportation and planning measures). The complete list of criteria and measures are included in Attachment 3.

Based on the results of the evaluation (see Attachment 4), Option 1 was found to be the preferred design because it was the most cost-efficient, minimized impact to private property and enhanced access to the Emery Yard. The recommended plan, illustrated in Attachment 5, features a 20 metre public right-of-way that will be comprised of:

- 2 lane road with 4.0 m wide travel lanes
- 2 x 2.9 m wide boulevards

- 2 x 2.1 m wide sidewalks
- 2 x 1.0 m wide strip to the property line

The recommended plan contemplates the reconfiguration of the Emery Yard to relocate the parking, storage and landscaping that will be displaced by Road 2A. Transportation Services has consulted Parks, Forestry & Recreation (PF&R) extensively about the potential impacts to this portion of the Emery Yard and has agreed to transfer surplus lands from Transportation's portion of the Emery Yard to PF&R to offset the area impacted by the new road. This transfer of lands will occur following Council's consideration of the recommendations in this report.

Land Considerations

At its meeting of November 26, 27 and 28, 2002, City Council adopted Clause 23 embodied in Report No. 12 of the North York Community Council. This resolution required that: "the City initiate appropriate actions to immediately declare surplus that portion of the Emery Parks Yard lands required to facilitate the entire road construction on Emery Parks Yard lands, and that such lands shall be provided by the applicants at no cost, provided the applicants construct or provide the necessary funds to the City for the construction of the aforementioned road."

The role and function of the Emery Yard was recently reviewed as part of the Toronto Yard Consolidation Study completed in 2009. This study recognized the Emery yard as a primary yard and a vital City asset in terms of its present strategic location as well as from a workable service delivery perspective. The study recommended that the entire yard be retained, without reduction, for operational reasons and noted that if the proposed Road 2A were to impact the Emery Yard, it would seriously impact activities of the Divisions that use the yard.

The yard is currently at maximum capacity in regards to office space, storage space and parking in relation to the immediate building and surrounding footprint. All areas are currently utilized. The Division has recently reviewed potential expansion of the yard to better house the existing and growing operations. This would include building modifications or addition. Parks, Forestry and Recreation staff were consulted during the EA study and confirmed that there is a long-term interest in maintaining the Emery Yard

Based on a comprehensive evaluation of alternative alignments for Road 2A, it has been determined that the preferred alignment should be located on the east side of the Emery Parks Yard lands. Despite the recommendations of the Toronto Yard Consolidation Study, Transportation Services has surplus lands within the Emery Yard that it can use to offset the PF&R lands impacted by Road 2A. PF&R has been consulted about and has agreed, in principle, to a proposed mitigation strategy, which, in addition to the land transfer of jurisdiction of Transportation Service's surplus lands to PF&R, includes the relocation of surface parking and storage space.

The recommended alignment for Road 2A will be constructed over the former Emery municipal landfill, a closed landfill site that was previously used by the Emery Yard. As a result of geotechnical investigations within the Emery Yard lands, methane was encountered. Further

investigation will be required to determine the extent to which methane exists within the limits of the recommended alignment during detailed design.

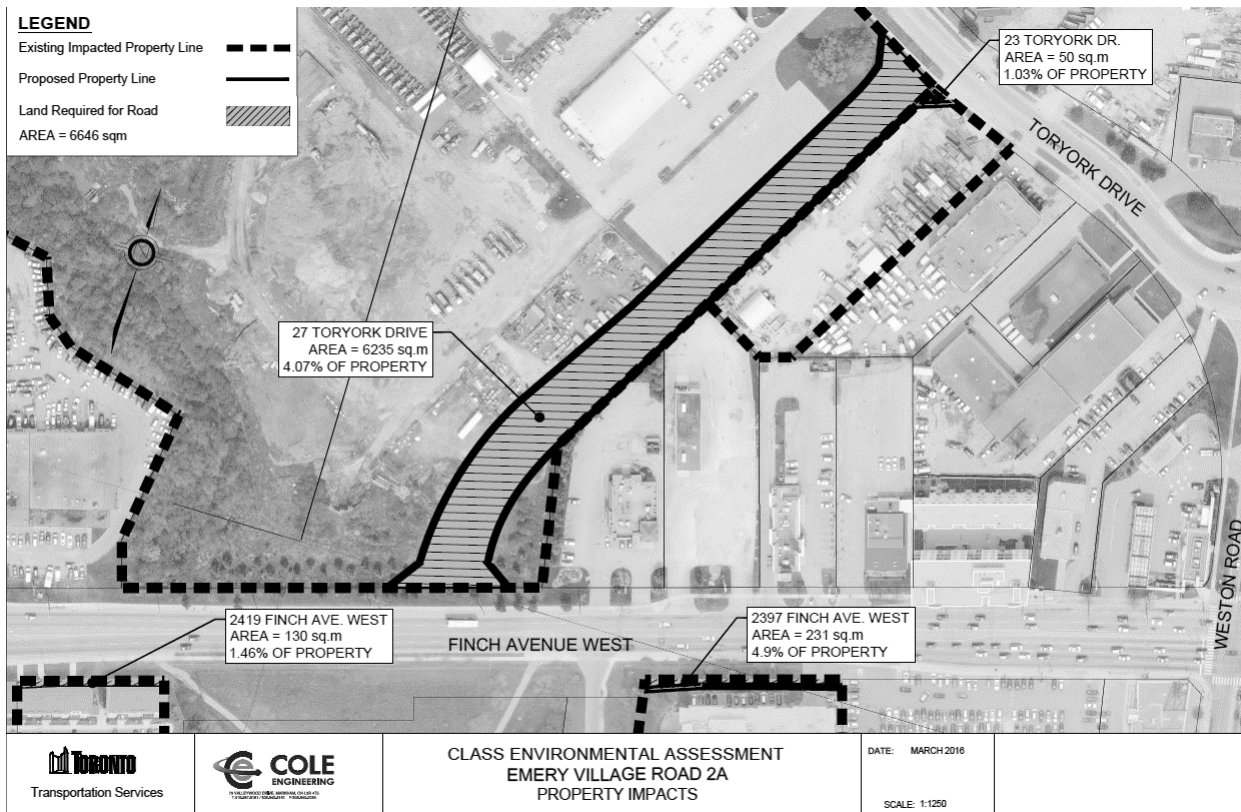
The capital cost estimates for the recommended design are predicated on the need to incorporate a methane collection system, including measures to protect utilities from methane infiltration. A geogrid construction system has also been included to improve soil compaction.

A rehabilitation schedule for the road will be dependent on on-going monitoring of conditions, but may need to be accelerated (e.g. every 15 years instead of 20 years) if the road is impacted by differential settlement of soils.

Property Requirements

The study recommendations will impact 0.6285 hectares (ha) of land, requiring the acquisition of approximately 0.05 ha of private property. The balance of land impacted is located on the City’s Emery Yard and is therefore under municipal jurisdiction. The affected private property owner's were notified once a preferred alignment was determined. Property impacts are illustrated in Figure 2 and summarized in Attachments 6.

Figure 2



Cost

Based on preliminary estimates, the new road will cost approximately \$4.3 - \$4.9 million. This includes design and construction costs, land acquisition costs and the costs required to reconfigure a portion of the City's Emery Yard that is impacted by the road alignment.

Property acquisition along the south side of Finch Avenue West is attributable to Metrolinx's Finch West LRT Project and would not otherwise be needed to implement Road 2A. Property acquisition costs for the property on the south side of Finch Avenue West is therefore assumed to be a Metrolinx responsibility.

Implementation

Currently, no funds are provided for these works in the 10-year Capital Plan for Transportation Services. Consideration will be given to the inclusion of funding for this project in an upcoming 10-Year Capital Plan submission. Subject to Council's approval, staff will work with Metrolinx to coordinate the delivery of Road 2A with the Finch West LRT project on the basis that Road 2A will provide an alternative detour route for traffic during construction work and provide relief to the Finch/Weston intersection.

CONTACTS

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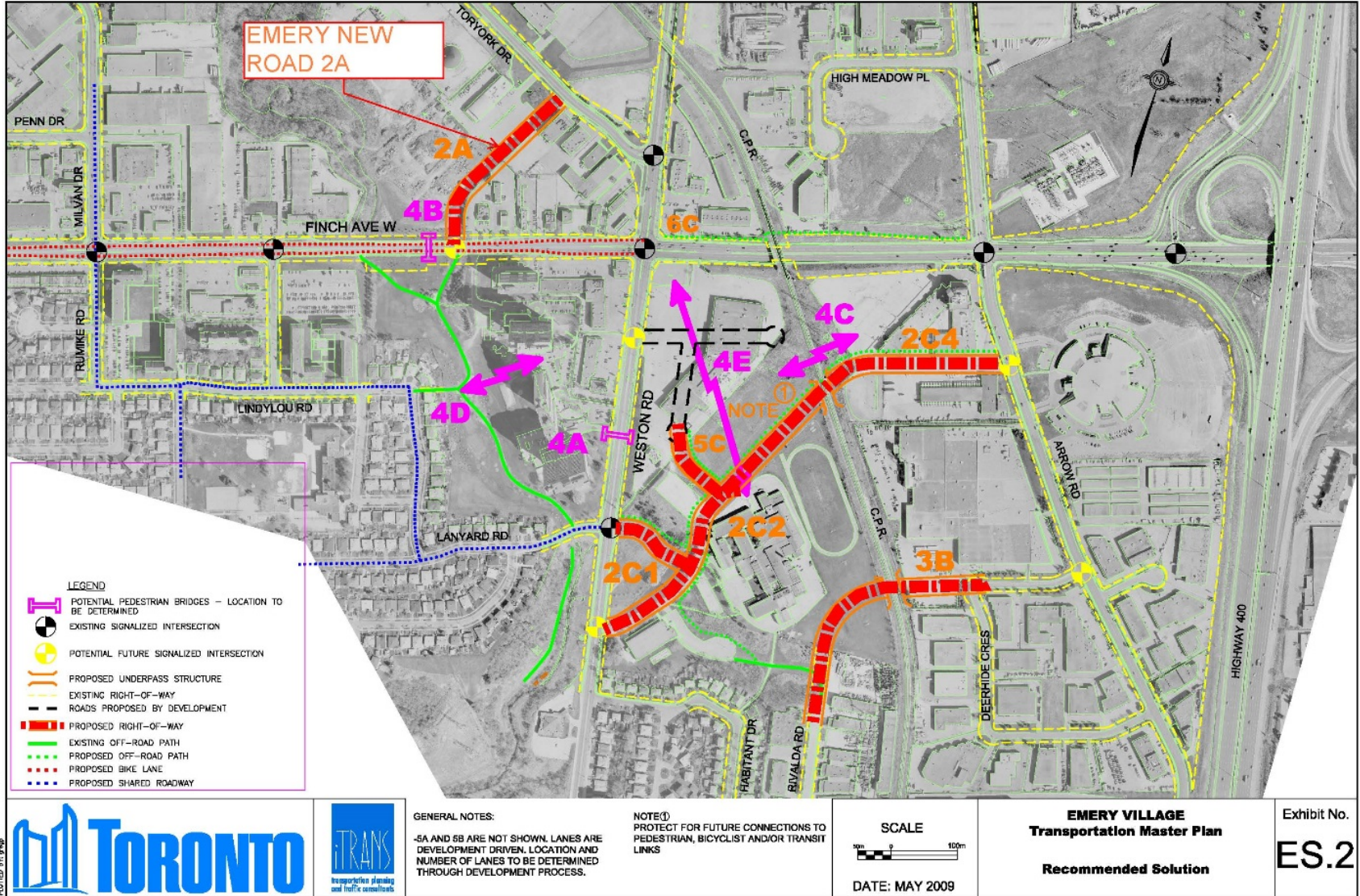
SIGNATURE

Stephen Buckley
General Manager, Transportation Services

ATTACHMENTS

Attachment 1: Transportation Master Plan Network
Attachment 2: Road 2A Alternative Design Locations
Attachment 3: Evaluation Criteria
Attachment 4: Evaluation of Alternatives
Attachment 5: Recommended Plan and Cross-Section of Road 2A
Attachment 6: Summary of Property Impacts

ATTACHMENT 1: Transportation Master Plan Network



ATTACHMENT 2:

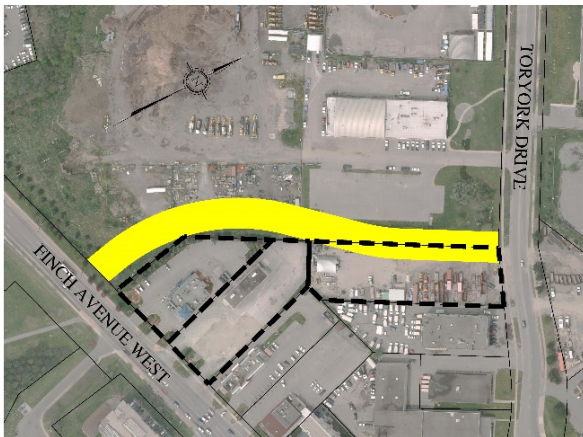
Road 2A Alternatives Design Locations



Option 1



Option 2



Option 3

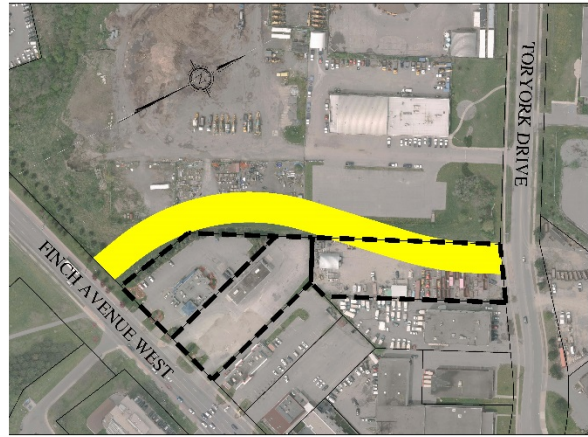


Option 4

ATTACHMENT 2 (continued):



Option 5



Option 6



Option 7



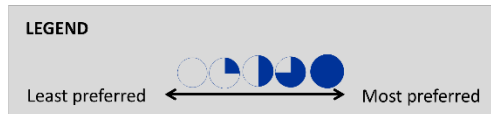
Option 8

Attachment # 3

Socio-Economic Environment	Transportation Service	Natural Environment	Engineering	Cost
<ul style="list-style-type: none"> Residential Impacts Commercial / Industrial Impacts Existing Land Use, Policies and Development Plans 	<ul style="list-style-type: none"> Safety Traffic Operations Cyclists and Pedestrians 	<ul style="list-style-type: none"> Vegetation Designated Natural Areas Groundwater Stormwater 	<ul style="list-style-type: none"> Property Acquisition Constructability Utilities Infrastructure Maintenance 	<ul style="list-style-type: none"> Capital Cost Operating Costs Property Costs

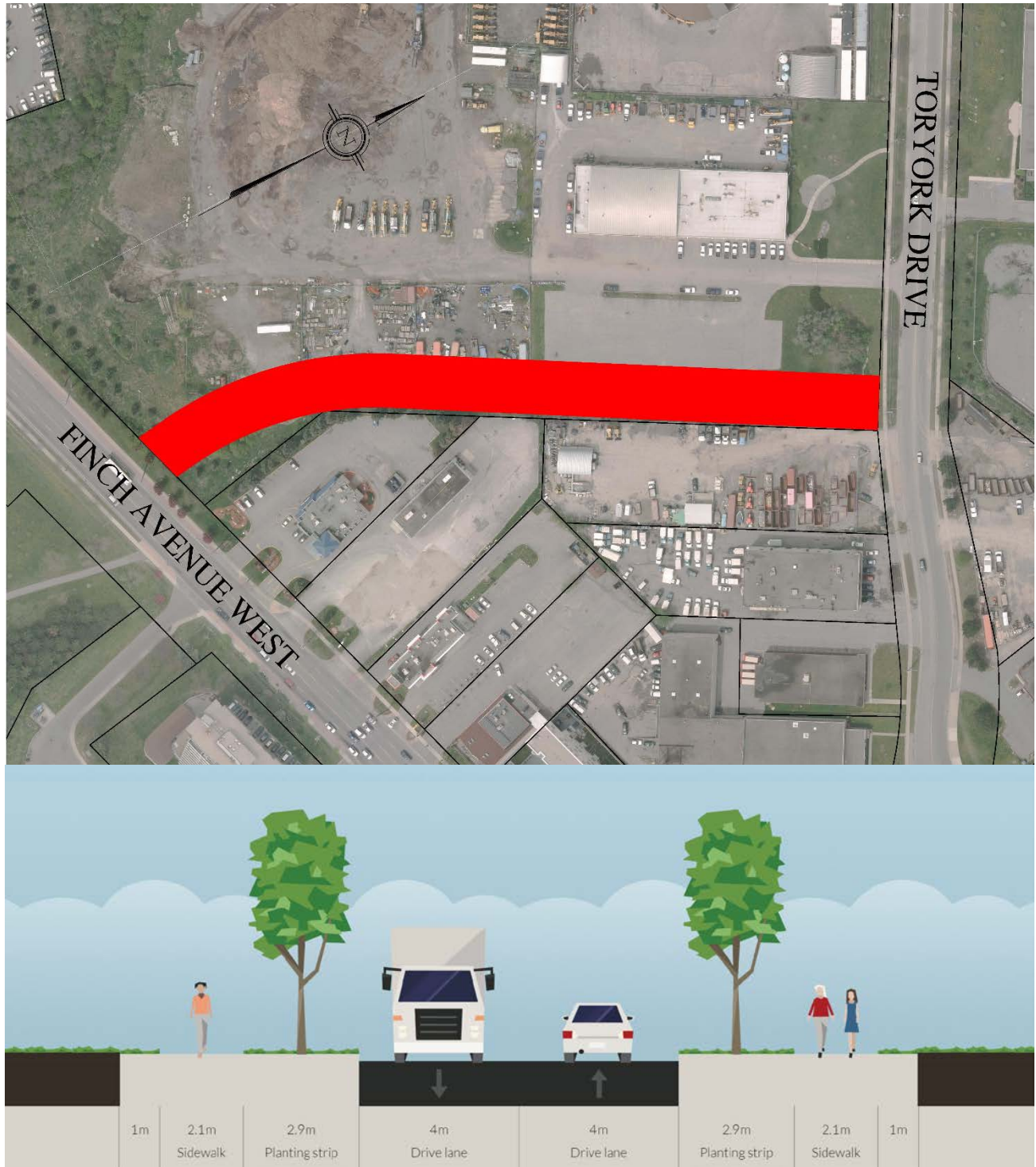
Attachment # 4

Factor	Option 1	Option 2	Option 3	Option 4	Option 5	Option 6	Option 7	Option 8
Land Use and Socio Economic								
Transportation Service								
Natural Environment								
Engineering								
Cost								
Recommendation	Recommended	Not Recommended	Not Recommended	Not Recommended	Not Recommended	Not Recommended	Not Recommended	Not Recommended



Attachment # 5

(Recommended Plan and Cross-Section of Road 2A)



Attachment 6: Summary of Property Impacts

Address	Owner	Estimated Property Req'd (m ²)	Total Property Area (m ²)	Percentage of Total Property (%)
23 Toryork Road	Private	50	4823	1
27 Toryork Road	Public	6235	153,194	4
2397 Finch Avenue West*	Private	231	4714	5
2419 Finch Avenue West*	Private	130	8904	2

Note: Property required for the recommended alignment of Road 2A shown in Figure 2. Further minor alignment modifications may be required as part of the detail design stage.

* Indicates properties affected by the Finch West LRT project.