

80 Carl Hall Road – Class 4 Noise Area Classification (NPC-300) – Final Report

Date:	December 14, 2017
To:	North York Community Council
From:	Director, Community Planning, North York District
Wards:	Ward 9 – York Centre
Reference Number:	10 252415 NNY 09 SB

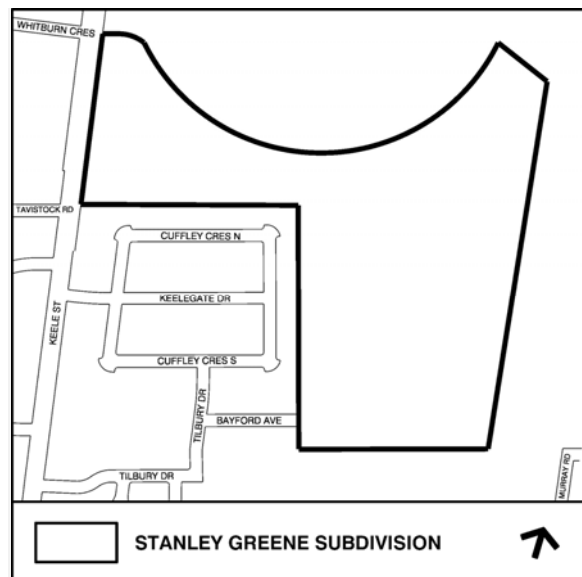
SUMMARY

This report recommends that City Council designate the development blocks the Stanley Greene District as a Class 4 Area under relevant provincial noise guidelines administered by the Ministry of Environment and Climate Change (MOECC).

A Class 4 Area designation allows for higher daytime and night-time sound level limits than would otherwise be permitted in relation to a noise sensitive land use such as residential dwellings and associated outdoor living areas. The impact of such higher levels is mitigated by specified noise control measures.

An Environmental Noise Analysis prepared in support of the development within the Stanley Greene Subdivision lands confirm that the development blocks within the plan of subdivision can be appropriately considered for a Class 4 Area designation.

A Class 4 Area designation endorsed by City Council resolution will allow for existing industrial and manufacturing operations located east of the Stanley Greene District, including Bombardier Aerospace, to use this noise classification and sound level limits in applications for required provincial approvals including operating certificates.



RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council classify the lands municipally originally known as 80 Carl Hall Road, previously being subject to Plan of Subdivision Application No. 10 252415 NNY 09 SB, as a Class 4 Noise Area pursuant to Publication NPC-300 (MOECC Environmental Noise Guideline – Stationary and Transportation Sources – Approval and Planning) with the exception of Block K, the municipal park block, on the Block Key Plan for Stanley Greene as shown on Attachment 1 to this report.
2. The Chief Planner and Executive Director, City Planning or her/his designate be directed to provide a copy of the City Council Decision Document to the Ministry of Environment and Climate Change (MOECC) and Bombardier Aerospace.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

Background

On October 18, 2013, the Ontario Municipal Board (OMB) issued an Order approving a Zoning By-law Amendment, a draft plan of subdivision and accompanying draft plan conditions. The proposal subdivided and rezoned a 25.6 hectare sized site known as the Stanley Greene District within the Downsview Park Secondary Plan area in order to create blocks for residential development, a new public road system and a public park at 80 Carl Hall Road. The subdivision was registered on March 19, 2015.

The registered plan did not include what are known as the Block 'G' lands in the southeast corner of the larger Stanley Greene District (See Attachment 1), the reason being the future use of the Block 'G' lands, originally intended to be used for residential housing by the Canadian Forces Housing Agency (CFHA), had not been resolved at the time of registration for the remainder of the Stanley Greene District lands. The Ontario Municipal Board adjourned the hearing sine die for the Block 'G' lands and did not conclude on this matter. These OMB decisions can be found at:

http://www.omb.gov.on.ca/e-decisions_old/pl110098-mar-14-2013.doc and
http://www.omb.gov.on.ca/e-decisions_old/pl110098-oct-18-2013.doc

Once the issue of ownership and future use was resolved, the applicant filed a draft plan of subdivision application for Block 'G' and also provided a draft zoning by-law to the City to permit the proposed residential development. The City and the applicant settled

with respect to the draft zoning by-law for Block 'G'. The OMB decision regarding the reconvened hearing on Block 'G' can be found at:

<http://www.omb.gov.on.ca/e-decisions/pl110098-feb-24-2016.doc>

An application for Draft Plan of Subdivision for Block 'G' was submitted in 2015 (file 15 172297 NNY 09 SB). The application proposed to create 7 blocks to accommodate 225 residential dwelling units (comprised of a mix of 166 freehold laneway townhouses and 59 stacked townhouses), the extension of three public roads and one new public road. The subdivision has been draft-approved but has not yet been registered. The site plan applications for the residential development are being processed.

The lands within the plan of subdivision registered in March of 2015 were acquired by Mattamy Homes who proceeded to make applications for Site Plan Control Approval for the various development blocks. Seven Site Plan Control Applications were filed for a total of 551 semi-detached, townhouses and stacked townhouses. Site Plan Control Approvals have been issued for all of the applications and building permits have been acquired for many of the blocks. Several of the blocks have been constructed and occupied by residents. In addition to the 551 dwelling units noted, 29 detached dwellings have been constructed in the development.

A Site Plan Control application for an apartment building on Block 'A' has been made and is currently under review. No Site Plan Control application has been made for Block 'P' to date.

ISSUE BACKGROUND

Purpose

The purpose of this report is to recommend that the development blocks within the Stanley Greene subdivision be designated a Class 4 Area in accordance with the Ministry of Environment's Environmental Noise Guideline: Stationary and Transportation Noise Sources – Approval and Planning (Publication NPC-300).

Site and Surrounding Area

The Stanley Greene District is located in the southwest portion of the Downsview Area Secondary Plan (See Attachment 2). The total area covered by the Stanley Greene District is approximately 25.6 hectares.

Until recently, the site contained military housing and the remainder of the land was undeveloped. Currently, the site is under construction with recent approvals for a variety of housing types (detached, semi-detached, townhouses and stacked townhouses) for a total of 580 dwelling units. A number of the dwelling units have been constructed and are now occupied by residents.

The Stanley Greene District is bounded by the Downsview National Urban Park to the north and the Toronto Barrie Metrolinx rail line to the east. The westerly boundary abuts Keele Street and existing detached residences along Cuffley Crescent. The southerly boundary abuts existing detached residences along Cuffley Crescent and the Mount Sinai Cemetery.

Provincial Noise Guidelines

Since the original noise studies were submitted for the Stanley Greene subdivision, MOECC has replaced the previously applicable noise guidelines with a new noise criteria guideline. In October 2013, the MOECC released the Environmental Noise Guideline: Stationary and Transportation Noise Sources – Approval and Planning (NPC-300) which replaces four different noise guidelines and was created for the purposes of both Environmental Approval of stationary noise sources by the MOECC and for land use approvals by municipalities.

One of the goals of the new guidelines is the attempt to resolve conflicts between stationary sources (industrial/commercial activity) and noise sensitive land uses (residential). One of the substantial changes is the introduction of a Class 4 Area, which is meant to be a tool to allow municipalities to approve a noise sensitive land use with relaxed noise limit levels in an area of existing stationary noise sources to promote intensification as compared to the typical Class 1 Area designation which is applied to residential areas.

Class 4 Noise Area

The above-noted guidelines introduce the option of a new acoustical environment area to be established where relaxed (higher) daytime and night time sound level limits from that otherwise permitted in an urban area, for both indoor and outdoor areas, may be considered. A Class 4 Area permits receptor-based noise control measures (noise walls, specific construction techniques and materials, etc) to be used within a proposed new sensitive land use within the vicinity of an industrial use.

Class 4 Areas require formal recognition of the classification by the land use planning authority. City Council is considered to be that authority.

Sources of Noise in Stanley Greene District

The major noise sources potentially impacting residential development within the Stanley Greene District are the Toronto-Barrie Metrolinx rail line which is located along the eastern boundary of the Stanley Greene development site, and the Bombardier Aerospace facility and the Murray Road (Central) city works yard at 64 Murray Road which are located beyond the rail line to the east. Bombardier Aerospace and the Murray Road city works yard are stationary sources while the rail line is not.

Previously Required Mitigation Measures

The original noise report for the Stanley Greene subdivision identified the need for sound barriers up to 10.5 metres high along the eastern boundary of Block 'B2' of the Stanley

Greene development site, to ensure compliance with the MOE stationary source noise limits at Class 1 receptors (residential uses). The 10.5 metre height of the wall was required to screen upper storey residences from the stationary sources (Bombardier Aerospace and the City works yard). The tall sound barriers were not required for railway noise.

Under NPC-300, elevated, residential outdoor living/amenity areas such as balconies and terraces that are less than 4 metres in depth are not considered Points of Reception for noise and do not require screening by the property line (or other) sound barrier for either stationary or transportation noise sources.

Railway Noise Analysis

To address railway noise the MOECC noise guidelines provide indoor sound limits for residential uses. The supplementary Noise Report submitted by Canada Lands Corporation and prepared by Valcoustics Canada Ltd. and dated May 31, 2016 analysed the effect of an updated train volume forecast to 2025 by GO Transit. Expected volumes will increase because of planned service improvements for the rail line, resulting in additional railway noise. The railway noise analysis was conducted for various locations within the Stanley Greene development for two scenarios: with a proposed sound barrier and without a sound barrier along the east lot line.

Block 'B2'

The analysis without a sound barrier failed for all classifications under NPC-300. A second analysis was done for sound barrier heights between 2.5 metres and 5 metres in height, in increments of 0.5 metres. The lowest heights (3 metres and lower) resulted in essentially no overall railway noise reduction at the upper storeys. The analysis determined that a barrier height of approximately 4 metres or higher would provide a useful amount of overall railway noise reduction at the upper storeys and an even greater sound reduction at the lower storeys.

Block 'G'

With the updated train volumes, in the case of Block 'G' the rear yards adjacent to the gaps in the row of detached garages will experience sound levels marginally in excess of the Class 1 criteria. This can be resolved by local sound barriers along the property lines adjacent to the affected lots.

Stationary Source Analysis

The Bombardier Aerospace facility and the Murray Road city works yard are stationary sources of noise in the vicinity of the Stanley Greene lands. The stationary source sound limits apply at the outside planes of windows of the residential facades. The Noise Analysis investigated the combined effect of the Bombardier Aerospace facility and the city works yard as noise sources for two scenarios: with and without a sound barrier.

Block 'B2'

Generally, the noise levels for Block 'B2' meet the Class 1 (residential) noise criteria guideline limit and are unaffected by a barrier. In all cases for Block 'B2' the results of

the noise analysis are in compliance with the applicable Class 4 noise criteria. In some cases the lower floors in some blocks comply with Class 1 noise criteria without the sound barrier and the lower floors in other blocks become compliant with Class 1 noise criteria with the sound barrier. The sound barrier provides no reduction in noise for upper floors.

Block 'G'

The analysis for Block 'G' was done without any property line sound barrier along Block 'G' as the row of detached garages with a deliberately tall roof design acts as the sound barrier for Block 'G'. The result of the noise analysis shows all receptor locations would comply with the Class 1 criteria for residential use. A small number of receptor locations would be in excess of Class 1 noise criteria; in most cases but one, marginally so. In all cases in Block 'G' there would be compliance with Class 4 stationary source noise criteria by a significant margin.

COMMENTS

The original applicant for the Stanley Greene lands, Canada Land Corporation submitted a Supplementary Environmental Noise Analysis dated May 31, 2016 prepared by Valcouthics Canada Ltd. for staff review and consideration. City staff is of the opinion that the development land is a candidate for Class 4 Area designation as the proposed noise sensitive land use is infill development located adjacent to existing industrial and manufacturing uses and rail corridor.

A notable measure of the revised Noise Analysis was that the originally proposed noise wall of 10.5 metres in height which would be required along the eastern property boundary in the vicinity of Block 'B2' could be lowered to a range of 2 to 5 metres, a significant reduction in scale, reducing visual and shadow impacts on adjacent lands.

The updated Environmental Noise Analysis tested barriers in the range of 2.5 metres to 5.0 metres and determined that a lower barrier would be satisfactory if the lands could be designated a Class 4 Area under the new provincial noise guidelines (NPC-300).

The noise analysis also examined the cross-sections of both Block 'B2' and Block 'G' and determined that a barrier in the range of 2.5 metres to 5 metres would be lower in scale to the adjacent dwellings.

To ensure the viable future operation of existing industrial and manufacturing operations to the east of the Stanley Greene District, including Bombardier Aerospace, all residential development blocks within the Stanley Greene District warrant a Class 4 Area classification as they will contain residential dwelling units which are a noise sensitive land use.

Excluded from this consideration is Block K on the registered plan of subdivision as it is not considered a development site. This does not preclude the city's ability to design and program the park to address adjacency matters as appropriate.

Class 4 designations under the provincial noise guidelines (NPC-300) have been implemented in other locations within the City including sites at 138 St. Helen's Avenue, 3560, 3580 and 3600 Lakeshore Boulevard West and 4181 Sheppard Avenue East.

Staff recommends the designation of the Stanley Greene District lands as a Class 4 Area be made by Council Resolution.

CONCLUSIONS

New provincial noise guidelines (NPC-300) were introduced in 2013 which replace and consolidate previous related noise guidelines. Among other matters, the guidelines provide advice, sound level limits and guidance that may be used when land use planning decisions are made under the Planning Act. They are intended to minimize the potential conflict between noise sensitive land uses and sources of noise emissions.

To ensure the long term operation and viability of the existing industrial and manufacturing operations east of the Stanley Greene District, including the Bombardier Aerospace facility, City Planning staff are seeking Council's approval of the designation of the development blocks in the Stanley Greene District as a Class 4 Area as defined by the Ontario Ministry of Environment and Climate Change noise guidelines NPC-300. A Class 4 Area designation will allow for industrial and manufacturing operations to use this noise classification and sound level limits in applications for required provincial approvals including operating certificates.

City Planning staff recommend the designation of the Stanley Greene District lands as a Class 4 Area be made by Council Resolution.

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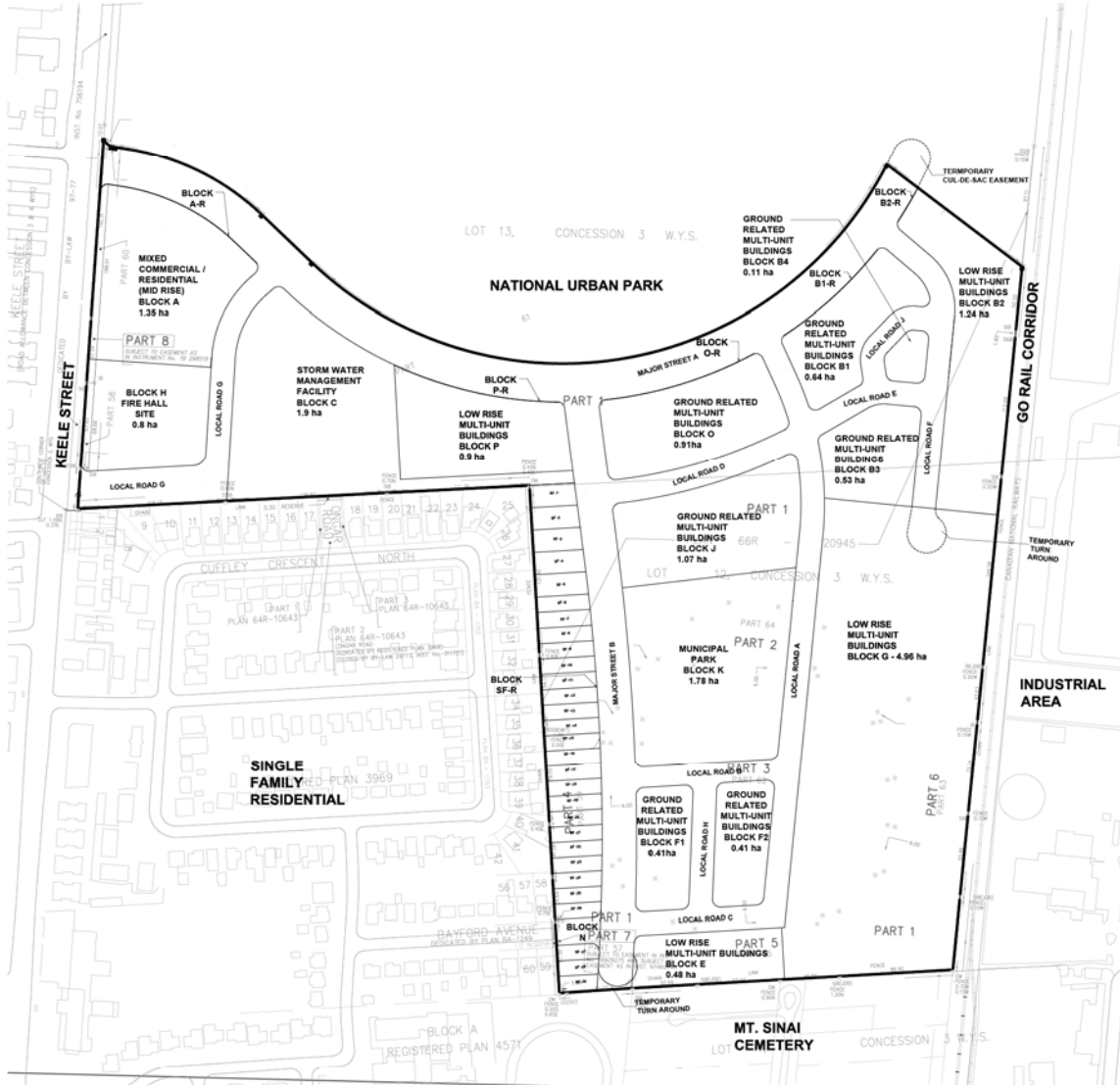
ATTACHMENTS

Attachment 1: Block Key Plan for Stanley Greene District

Attachment 2: Location of Stanley Greene District within the Downsview Park
Secondary Plan Area

Attachment 3: Context Plan Showing Stationary Noise Sources for the Stanley Greene
District

Attachment 1: Block Key Plan for Stanley Greene District



Block Key Plan for Stanley Greene District

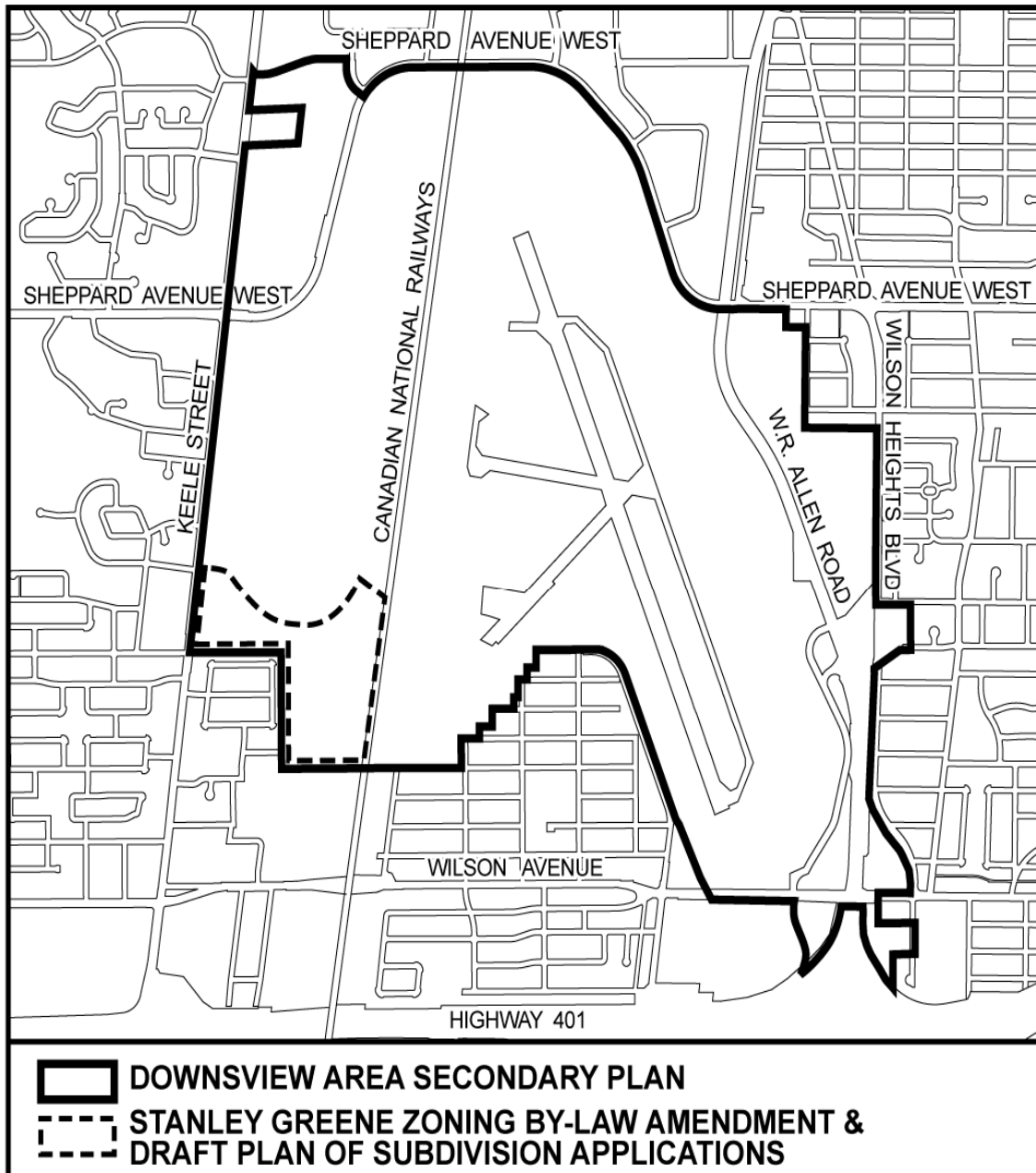
80 Carl Hall Road

Applicant's Submitted Drawing

Not to Scale 

File # 10 252415 NNY 09 SB

Attachment 2: Location of Stanley Greene District within the Downsview Park Secondary Plan Area



Attachment 3: Context Plan Showing Stationary Noise Sources for Stanley Greene District



**Context Plan Showing Stationary Noise Sources
for Stanley Greene District**

80 Carl Hall Road

Not to Scale
10/12/2017



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