

Committee of the Whole Report

DATE: Tuesday, June 04, 2019

WARD: 4

TITLE: METROLINX

SITE DEVELOPMENT FILE DA.19.035

VICINITY OF KEELE STREET AND RUTHERFORD ROAD

FROM:

Jason Schmidt-Shoukri, Deputy City Manager, Planning and Growth Management

ACTION: DECISION

Purpose

To seek approval from the Committee of the Whole for Site Development File DA.19.035 for the Subject Lands shown on Attachment 1, to permit the redevelopment of the Rutherford GO Station including a new station building, a 6-storey parking structure with 1920 parking spaces, an enclosed pedestrian bridge, a new east platform, 310 surface parking spaces and 60 passenger pick-up and drop-off spaces, as shown on Attachments 2 to 5.

Report Highlights

- Metrolinx proposes to redevelop the existing Rutherford GO Station with a new station building, a 6-storey parking structure with 1920 parking spaces, an enclosed pedestrian bridge, a new east platform, bus parking bays, 310 surface parking spaces and 60 passenger pick-up and drop-off spaces.
- The Development Planning Department supports the development, subject to the Recommendations in this report, as it is consistent with the Provincial Policy Statement 2014 and conforms with the Growth Plan for the Greater Golden Horseshoe 2019, and the York Region and City of Vaughan Official Plans.
- Metrolinx must obtain approval from the Committee of Adjustment for the necessary exceptions to Zoning By-law 1-88 identified in Table 1 of this report to permit the development.

Recommendations

1. THAT Site Development File DA.19.035 (Metrolinx) BE DRAFT APPROVED SUBJECT TO THE FOLLOWING CONDITIONS, to the satisfaction of the Development Planning Department, to permit the redevelopment of the Rutherford GO Station with a new station building, a 6-storey parking structure with 1920 parking spaces, an enclosed pedestrian bridge, a new east platform, 310 surface parking spaces and 60 passenger pick-up and drop-off spaces for the Rutherford GO Station, as shown on Attachments 2 to 5:
 - a) that prior to final Site Plan Approval:
 - i) the Development Planning Department shall approve the final site plan, building elevations, signage plans, lighting plan, landscape plan and details, landscape cost estimate and Sustainability Performance Metrics Summary Letter;
 - ii) the Development Engineering Department shall approve the final site servicing plan, site grading plan, functional servicing and stormwater management report;
 - iii) Metrolinx shall consolidate and register the Subject Lands as one lot;
 - iv) Metrolinx shall successfully obtain approval of a Minor Variance Application for the required exceptions to Zoning By-law 1-88, as identified in Table 1 of this report, from the Committee of Adjustment. The Committee's decision for the Minor Variance Application shall be final and binding, and the Metrolinx shall satisfy any conditions of approval imposed by the Committee;
 - v) Metrolinx shall satisfy all requirements and obtain all necessary approvals from Toronto and Region Conservation Authority; and,
 - vi) Metrolinx shall satisfy all requirements and obtain all necessary approvals from York Region;

Background

The subject lands (the 'Subject Lands') are located on the southeast corner of Rutherford Road and Westburne Drive, and are municipally known as 699 and 721 Westburne Drive. The surrounding land uses are shown on Attachment 1. The Subject Lands are currently operated as an existing commuter parking lot, station building and bus loop for the Rutherford GO Station.

A Site Development Application has been submitted to permit the Development

Metrolinx has submitted Site Development File DA.19.035 (the 'Application') on the Subject Lands, shown on Attachment 1 to permit the redevelopment the Rutherford GO Station with a new station building, a 6-storey parking structure with 1920 parking

spaces, an enclosed pedestrian bridge, a new east platform, 310 surface parking spaces and 60 passenger pick-up and drop-off spaces (the 'Development'), as shown on Attachments 2 to 5.

Previous Reports/Authority

N/A

Analysis and Options

The Development is consistent with the Provincial Policy Statement, 2014

In accordance with Section 3 of the Planning Act, all land use decisions in Ontario shall be consistent with the Provincial Policy Statement, 2014 (the 'PPS'). The PPS provides policy direction on matters of provincial interest related to land use planning and development. The PPS is applied province-wide and provides for appropriate development while ensuring public health and safety, and the quality of the natural and built environment are protected.

Section 1.1.1 - Healthy, liveable and safe communities are sustained by:

- "g) ensuring that necessary infrastructure, electricity generation facilities and transmission and distribution systems, and public service facilities are or will be available to meet current and projected needs."

Section 1.1.3.1 - "Settlement areas shall be the focus of growth and development, and their vitality and regeneration shall be promoted."

Section 1.6.1 - Infrastructure, electricity generation facilities and transmission and distribution systems, and public service facilities shall be provided in a coordinated, efficient and cost-effective manner that considers impacts from climate change while accommodating projected needs.

Planning for infrastructure, electricity generation facilities and transmission and distribution systems, and public service facilities shall be coordinated and integrated with land use planning so that they are:

- "a) financially viable over their life cycle, which may be demonstrated through asset management planning;
- b) available to meet current and projected needs."

Section 1.6.5 - Before consideration is given to developing new infrastructure and public service facilities:

- "a) the use of existing infrastructure and public service facilities should be optimized; and,

- b) opportunities for adaptive re-use should be considered, wherever feasible.

Section 1.6.7.1 - Transportation systems should be provided which are safe, energy efficient, facilitate the movement of people and goods, and are appropriate to address projected needs.

Section 1.6.7.2 - Efficient use shall be made of existing and planned infrastructure, including the use of *transportation demand management* strategies, where feasible.

The Subject Lands are located within a “Settlement Area”, as defined by the PPS. The Development provides for a redevelopment of the existing Rutherford GO Station. The Development will support a major transportation system (GO Transit and York Region Transit) and will promote the movement of people in a safe, environmentally sustainable and efficient manner. The Development will help to achieve the current and projected needs of the community, who utilize the Rutherford GO Station. In consideration of the above, the Development is consistent with the PPS.

The Development conforms to the Places to Grow - Growth Plan for the Greater Golden Horseshoe, 2019

The Places to Grow - Growth Plan for the Greater Golden Horseshoe, 2019, (the ‘Growth Plan’) is intended to guide decision making on the development of land by encouraging compact built form, transit supportive communities, diverse land uses, a range and mix of housing types. The Growth Plan encourages population and employment growth within settlement areas and promotes the development of complete communities that offer a mix of housing types, active transportation, access to local amenities and connections to municipal water and waste water systems.

Section 3.2.1.5 - The Province will work with public sector partners, including Metrolinx, to identify strategic infrastructure needs to support the implementation of this Plan through multi-year infrastructure planning for the transportation system and public service facilities.

Section 3.2.2.2 - The transportation system within the Greater Golden Horseshoe will be planned and managed to:

- “a) provide connectivity among transportation modes for moving people and for moving goods;
- b) offer a balance of transportation choices that reduces reliance upon the automobile and promotes transit and active transportation;
- c) be sustainable and reduce greenhouse gas emissions by encouraging the most financially and environmentally appropriate mode for trip making and supporting the use of zero- and low-emission vehicles;

- d) offer multimodal access to jobs, housing, schools, cultural, and recreational opportunities, and goods and services;

Section 3.2.3 - Public transit will be the first priority for transportation infrastructure planning and major transportation investments.

The Development will accommodate for the required infrastructure upgrades to support the use of the Rutherford GO Station and assist in the projected use targets of the Station. The Development will provide for enhanced connectivity opportunities for moving people, promote transit, encourage a more environmentally sustainable form of transit, and increase access to the broader community. The Development conforms to the Growth Plan.

The Development conforms to the York Region Official Plan 2010

The York Region Official Plan 2010 ('YROP 2010') guides economic, environmental and community building decisions across York Region and encourages compact built form, transit supportive communities, diverse land uses, and a range and mix of housing types.

The Subject Lands are designated "Urban Area" on Map 1 - "Regional Structure" of the YROP 2010. The "Urban Area" designation permits a range of residential, commercial, employment and institutional uses. The Subject Lands are also located adjacent to an "Existing GO Station" and "Existing Commuter Rail Line" on Map 11 - "Transit Network" of YROP 2010.

Section 7.2 - York Region is committed to providing transit service that is convenient and accessible to all residents and workers of York Region by:

- To recognize transit as a Regional strategic investment priority and a key element of York Region's urban structure
- To work with partners to complete the transit network, as illustrated on Map 11, including subway line extensions, Metrolinx enhancements, the 407 Transitway and other rapid transit corridors
- To achieve higher transit usage by supporting improvements in service, convenient access and good urban design, including (in part) the following:
 - "a) minimizing walking distance to planned and existing transit stops through measures such as the provision of walkways, sidewalks and more direct street patterns. The Region will plan to provide transit service so that the distance to a transit stop in the Urban Area is within 500 metres of 90 per cent of residents, and within 200 metres of 50 per cent of residents;
 - b) connecting transit stops directly to sidewalks and adjacent buildings in the Urban Area;

- c) providing bus bays, transit shelters and bus loop within sufficient lighting and accessibility features; and,
- e) creating a system of parking and drop-off facilities for commuters;”

The Subject Lands are currently occupied by the Rutherford GO Station and commuter parking lot. The Development will provide for the required upgrades to the main station, bus bays, transit shelters, bus loops, parking and passenger drop-off areas and the addition of pedestrian connections. The enclosed pedestrian bridge connects to a new east platform that will be used when the 2-way (north/southbound) all day service commences. The improvements will encourage and promote the use of and investment in the existing Rutherford GO Station by the surrounding community. In consideration of the above, the Development conforms to the YROP.

The Development conforms to Vaughan Official Plan 2010

The Subject Lands are designated “Mid-Rise Mixed-Use” by Vaughan Official Plan 2010 (VOP 2010), with a maximum permitted density (FSI) of 3.5 times the area of the lot and maximum permitted height of 12-storeys. The designation provides for a mix of residential, retail, community and institutional uses. The “Mid-Rise Mixed-Use” designation permits a parking garage.

The proposed station building, surface parking areas, bus bays and east platform, although not permitted uses or building types under the “Mid-Rise Mixed-Use” designation, conforms to the Transit Oriented Development Policies 4.2.2.17 and 4.2.2.18 of VOP 2010. The policies state that development shall complete pedestrian and bicycle networks and associated facilities in and around transit stops to encourage transit use and extend the catchment area of the transit stops and encourages the redevelopment of all commuter parking lots associated with transit stations with mixed-use development and to minimize the footprint of commuter parking associated with transit stations by supporting shared parking, parking structures, and connections to other transit hubs.

Policy 4.1.1.3. of VOP 2010, states that it is the policy of Council to recognize the integrated nature of land use, urban design, and transportation in land use planning decisions that support a full range of transportation options, and specifically prioritize opportunities to enhance walking, cycling and transit options. Section 4.2.2.10 - GO Transit Policies under Supporting a Comprehensive Transit System policies, encourages Metrolinx and other public agencies, to implement improvements to GO Transit service within the City by increasing frequency of service, implementing additional GO Transit service routes and stations, improving cycling and pedestrian connections to streets and adjacent development and improving the co-ordinations of local transit services with GO Transit. The Development will assist in achieving these policies by implementing improvements to the existing Rutherford GO Station, the installation of pedestrian connections to and from the Station. Therefore, the Development will further encourage

the usage of the station and major transit within the boarder community. The Development conforms to VOP 2010.

Exceptions to Zoning By-law 1-88 are required to permit the Development

The Subject Lands are zoned “EM1 Prestige Employment Area Zone”, subject to site-specific Exception 9(673E) (north portion) and “EM2 General Employment Zone” (south portion) by Zoning By-law 1-88, as shown on Attachment 1. The “Public Use” Section 3.10 of Zoning By-law 1-88 permits the use of any land in any zone for a civic purpose by the City, York Region or other Government Authority provided that no goods, materials or equipment is stored in the open and lot coverage and yard requirements for the respective zone are complied with. The Development is a civic use operated by the Provincial Government and therefore, complies with the “Public Use” section of Zoning By-law 1-88. However, the Development requires the following zoning exception to the “EM1 Prestige Employment Zone”, being the most restrictive zone, as follows:

Table 1

	Zoning By-Law 1-88 Standard	EM1 Prestige Employment Area Zone Requirements, subject to Site-Specific Exception 9(673E)	Proposed Exception to the EM1 Prestige Employment Area Zone
a.	Setback to a Rear Lot Line (Enclosed Pedestrian Bridge)	12 m	0 m
b.	Setback to an Interior Lot Line (Enclosed Pedestrian Bridge)	6 m	5 m

The proposed enclosed pedestrian bridge, as shown on Attachments 2 to 5, is located on the 4th floor of the proposed parking structure and will provide for a safe, all season weather protected, and fully accessible direct connection over the rail corridor to the east platform.

Metrolinx shall apply and successfully obtain approval of a Minor Variance Application for the required exception from the Committee of the Adjustment (‘Committee’). Should the Application be approved, the Committee’s decision shall be final and binding, and Metrolinx shall satisfy any conditions of approval imposed by the Committee prior to final Site Plan Approval. A condition to this effect is included in the Recommendations of this report.

The Development Planning Department supports the Development, subject to the Recommendations in this report

Site Plan

The site plan shown on Attachment 2 includes a new station building, a 6-storey parking structure with 1920 parking spaces, an enclosed pedestrian bridge, a new east platform, 310 surface parking spaces and 60 passenger pick-up and drop-off spaces. Vehicle parking access to the Subject Lands will be from two existing driveways on Westburne Drive. The southerly access driveway will be signalized and modified to align with the existing driveway accesses opposite the Subject Lands on the west side of Westburne Drive, as shown on Attachment 2. Bus ingress/egress to the proposed pick-up and drop-off spaces on the Subject Lands will be from the existing Rutherford Road driveway.

The Development includes an enclosed pedestrian walkway at the southeast corner of the parking structure and a number of pedestrian connections from Rutherford Road and throughout the Subject Lands that connect the proposed parking areas and parking structure to the east and west station platforms. The Site Plan also includes a bicycle shelter along the east side of the parking structure for 32 bicycles spaces.

The proposed new station building is located at the northeast corner of the parking structure and provides the main entry to the facility and open public waiting, queuing, a retail area and restrooms.

Landscape Plan

Landscape strips and buffer areas are proposed along the perimeter of the site abutting Rutherford Road and Westburne Drive and within the parking areas and pedestrian walkways, as shown on Attachment 3. The landscape buffer areas will consist of a mix of coniferous and deciduous trees and shrub plantings. In addition, Metrolinx is also proposing extensive planting treatment within York Region's right-of-way along Rutherford Road.

Elevations

The elevations for the 6-storey parking structure and station building, as shown on Attachments 4 and 5, consist of pre-cast concrete and aluminum panels. The north elevation facing Rutherford Road and the east elevation facing the railway corridor are enhanced with dark grey composite metal panels along the station building. Rutherford GO signage will be included on the north elevation of the station building and on the east elevation along the railway corridor.

The Vaughan Development Department is generally satisfied with the Development as shown on Attachment 2 to 5, and must approve the final site plan, building elevations, signage plan, lighting plan, landscape and details plans and landscape cost estimate.

The Development achieves a minimum Bronze Sustainability Metrics Threshold Score

Metrolinx has submitted the completed Sustainability Scoring Tool dated April 30, 2019, in support of the Development. The Development achieves the Bronze Sustainability Threshold Score with an Overall Application Score of 39 and an Overall Community Score of 43 however, Metrolinx shall submit the required Summary Letter ('Sustainability Metrics Package') for approval by the Development Planning and PPES Departments. A condition to this effect is included in the Recommendations of this report.

Metrolinx is required to consolidate and register the Subject Lands as one lot

The Subject Lands consist of two separate parcels of land municipally known as 699 and 721 Westburne Avenue. The Development is proposed over the existing property line. Metrolinx is required to consolidate and register the Subject Lands as one lot prior to the execution of the Site Plan Letter of Undertaking in order to comply with required building setbacks of Zoning By-law 1-88 to the property line and permit the issuance of a Building Permit. A condition to this effect is included in the Recommendation of this report.

The Development Engineering Department has no objections to the Development

The Development Engineering Department ("DE") Department has no objection to the proposal. The DE Department must approve the final site servicing plan, site grading plan, functional servicing and stormwater management report prior to the execution of the Site Plan Letter of Undertaking. A condition to this effect is included in the Recommendations of this report.

The Toronto and Region Conservation Authority has been circulated

The Subject Lands are partially located within the Toronto and Region Conservation Authority ('TRCA') regulated area. The Application has been circulated to the TRCA for review and comment. Prior to final Site Plan Approval, Metrolinx must satisfy the requirements of the TRCA. A condition to this effect is included in the Recommendations of this report.

Financial Impact

There are no requirements for new funding associated with this report.

Broader Regional Impacts/Considerations

The Application has been circulated to York Region for review and approval. Prior to final Site Plan Approval, Metrolinx will be required to satisfy all requirements of York Region. A condition to this effect is included in the Recommendations of this report.

Conclusion

Site Development File DA.19.035 has been reviewed in consideration of the applicable Provincial Policies, the policies of YROP 2010 and VOP 2010, the requirements of Zoning By-law 1-88 and the surrounding area context. The Development shown on Attachments 2 to 5 is consistent with Provincial Policy and conforms to the YROP 2010 and VOP 2010. The Development Planning Department is satisfied that the Development is appropriate and compatible with the existing and permitted uses in the surrounding area. Accordingly, the Development Planning Department can support the approval of Site Development File DA.19.035, subject to the Recommendations in this report.

For more information, please contact: Mary Caputo, Senior Planner, Development Planning, Extension 8635.

Attachments

1. Location Map
2. Site Plan and Zoning
3. Landscape Plan
4. North and West Elevations
5. South and East Elevations

Prepared by

Mary Caputo, Senior Planner, ext. 8635

Nancy Tuckett, Senior Manager of Development Planning, ext. 8529

Mauro Peverini, Director of Development Planning, ext. 8407

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