

Clause embodied in Report No. 3 of the Planning and Transportation Committee, as adopted by the Council of the City of Toronto at its meeting on May 18, 19 and 20, 2004.

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**Application to Amend Zoning By-law No. 168-93
61-71 Front Street West, (Union Station), City of Toronto
(Ward 28 - Toronto Centre-Rosedale)**

(City Council on May 18, 19 and 20, 2004, adopted this Clause, without amendment.)

The Planning and Transportation Committee recommends the adoption of the recommendations of the Toronto South Community Council contained in the communication (April 8, 2004) from the City Clerk, subject to amending Recommendation No. (2) by adding the words “and the Planning and Transportation Committee”, so that the recommendations now read as follows:

- (1) Mayor Miller, in consultation with the Chairs of the Planning and Transportation and Administration Committees and the Ward Councillor, retain an outside planner to conduct a peer review of the existing City and external planning documents and to work with City planning staff to create a draft Master Plan;
- (2) a public consultation process be developed to include the Union Station Public Advisory Group, Save Union Station Committee and any other interested parties to discuss the draft Master Plan and peer review and report back to City Council through the Administration Committee and the Planning and Transportation Committee;
- (3) City Council amend Zoning By-law 168-93 for 61-71 Front Street West (Union Station) substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 4 to the report (January 12, 2004) from the Commissioner of Urban Development Services;
- (4) City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required; and
- (5) City Council advise the applicant of the conditions outlined in Attachment No. 5 of the report (January 12, 2004) from the Commissioner of Urban Development Services pertaining to the Site Plan Approval application.

The Planning and Transportation Committee reports, for the information of Council, having requested the Commissioner of Urban Development Services to meet with the Independent Taxi Association and representatives of the Taxi Industry prior to Council and submit a report to Council on the integration of taxis at Union Station.

The Planning and Transportation Committee held a statutory public hearing on April 28, 2004, in accordance with The Planning Act and appropriate notice of this meeting was given in accordance with The Planning Act and the regulations thereunder.

The Chair advised the Committee that if a person or public body that files a Notice of an Appeal of a decision of City Council in respect of the proposed zoning by-law amendment does not make oral submissions at this public meeting or make written submissions to the City Clerk before the proposed amendment is adopted, the Ontario Municipal Board may dismiss all or part of the appeal.

The Planning and Transportation Committee submits the following communication (April 8, 2004) from the City Clerk, Toronto South Community Council:

Recommendations:

The Toronto South Community Council recommends that:

- (1) Mayor Miller, in consultation with the Chairs of the Planning and Transportation and Administration Committees and the Ward Councillor, retain an outside planner to conduct a peer review of the existing City and external planning documents and to work with City planning staff to create a draft Master Plan;
- (2) a public consultation process be developed to include the Union Station Public Advisory Group, Save Union Station Committee and any other interested parties to discuss the draft Master Plan and peer review and report back to City Council through the Administration Committee;
- (3) City Council amend Zoning By-law 168-93 for 61-71 Front Street West (Union Station) substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 4 to the report (January 12, 2004) from the Commissioner of Urban Development Services;
- (4) City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required; and
- (5) City Council advise the applicant of the conditions outlined in Attachment No. 5 of the report (January 12, 2004) from the Commissioner of Urban Development Services pertaining to the Site Plan Approval application.

Background:

The Toronto South Community Council, on April 7, 2004, had before it a communication (February 5, 2004) from the City Clerk, Planning and Transportation Committee, advising that the Planning and Transportation Committee on of February 5, 2004:

- (1) referred the report (January 12, 2004) from the Commissioner of Urban Development Services and the communication (February 4, 2004) from the Members of the Save Union Station Committee, respecting Rezoning Application 03 195332 STE 28 OZ, to the

Toronto South Community Council for report to Council, through the Planning and Transportation Committee, to ensure adequate community consultation in the development of a Master Plan for Union Station prior to consideration of the Zoning By-law by the Planning and Transportation Committee; and

- (2) requested the Toronto South Community Council to consider the retention of an outside consultant to assist in this matter and consider whether the site plan should be done concurrently with the development of the Master Plan and the processing of the Zoning Application.

The Toronto South Community Council also had before it the following reports and communications:

- (1) (March 18, 2004) from the Director, Community Planning, South District, and recommending that:
 - (i) City Council adopt the proposed Master Plan for Union Station attached to the Commissioner of Urban Development's report of January 12, 2004, to the Planning and Transportation Committee on Union Station as Attachment No. 1, as the Master Plan to guide the revitalization of Union Station including the background documentation listed on Appendix 1 to this report; and
 - (ii) City staff, in addition to the usual process, continue to consult with the Union Station Public Advisory Group and the Operators' Committee throughout the Site Plan approval process associated with the ongoing restoration and renovations to the Station to ensure that conditions for the Site Plan approval are consistent with the policies enunciated in the Master Plan;
- (2) (March 22, 2004) from the Commissioner of Urban Development Services recommending that City Council:
 - (1) amend Zoning By-law 168-93 for 61-71 Front Street West (Union Station) substantially in accordance with the draft Zoning By-law Amendment attached to the report of January 12, 2004, as Attachment No. 1;
 - (2) authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required; and
 - (3) advise the applicant of the conditions outlined in Attachment No. 2 to the report of January 12, 2004, pertaining to the Site Plan Approval application.
- (3) (April 7, 2004) from Helen Riley;
- (4) (April 3, 2004) from Mike Comstock, St. Lawrence Market Neighbourhood;
- (5) (April 7, 2004) from John Sewell

- (6) (undated) from David Garon; and
- (7) (April 7, 2004) from Rhona Swarbrick.

The following persons addressed the Toronto South Community Council:

- John Sewell, Save Union Station Committee;
- David Garon, Toronto Railway Historical Association;
- Mr. Diamond, Diamond and Schmitt Architects Inc.;
- Helen Riley, Feet on the Street;
- Janice Etter;
- Robert Allsopp;
- Rhona Swarbrick, Pedestrian Planning Network; and
- Lawrence David.

The Toronto South Community Council's recommendations are noted above.

(Report dated March 18, 2004, addressed to Toronto South Community Council
from the Director, Community Planning, South.)

Purpose:

To provide further information pertaining to the proposed Master Plan for Union Station and respond to concerns raised at the Planning and Transportation Committee meeting held on February 5, 2004.

Financial Implications and Impact Statement:

There are no financial implications resulting from the adoption of this report.

Recommendations:

It is recommended that:

- (1) City Council adopt the proposed Master Plan for Union Station attached to the Commissioner of Urban Development's report of January 12, 2004 to the Planning and Transportation Committee on Union Station as Attachment No. 1, as the Master Plan to guide the revitalization of Union Station including the background documentation listed on Appendix 1 to this report; and
- (2) City staff, in addition to the usual process, continue to consult with the Union Station Public Advisory Group and the Operators' Committee throughout the Site Plan approval process associated with the ongoing restoration and renovations to the Station to ensure that conditions for the Site Plan approval are consistent with the policies enunciated in the Master Plan.

Background:

At its meeting on February 5, 2004, the Planning and Transportation Committee referred the January 12, 2004 report from the Commissioner of Urban Development Services as well as communications from the public to the Toronto South Community Council for report to Council through the Planning and Transportation Committee, to ensure adequate community consultation in the development of a Master Plan for Union Station prior to consideration of an amendment to the Zoning By-law. The Committee also requested Toronto South Community Council consider the retention of an outside consultant to assist in this matter and consider whether the site plan should be done concurrently with the development of the Master Plan and the processing of the Zoning By-law application.

The Master Plan recommended by City staff is a compilation of a number of previously approved planning and heritage documents produced by independent consultants and government agencies with respect to Union Station. The following chronology provides further background information related to the preparation of a Master Plan for Union Station:

- (i) in 1975 the Federal Government designated Union Station as a National Historic Site;
- (ii) in 1975 Union Station was further protected by its inclusion in the federal Heritage Railways Protection Act. In August 1989 the Historic Sites and Monuments Board published a Heritage Character Statement identifying the reason for designation of Union Station and the character defining features;
- (iii) in 1985 as part of the planning process for the development of the railway lands, the City of Toronto recognized the importance of Union Station and commenced a series of studies to establish principles to accommodate future pedestrian and passenger circulation routes at Union Station. The fragmented ownership and divergent interests of the various stakeholders associated with Union Station made this a difficult task;
- (iv) in 1989 City Council established the Union Station Pedestrian Circulation Master Plan Steering Committee to prepare a long range development plan for pedestrian circulation within and surrounding Union Station. This Committee included representatives from the City, CN, CP and Toronto Terminals Railway (as owners of Union Station); the Municipality of Metropolitan Toronto, GO Transit; VIA Rail; Toronto Transit Commission; Marathon Realty and the Province. The Committee retained Roger duToit of Dottie Allsopp Hillier to prepare the pedestrian circulation master plan;
- (v) in 1991 City Council adopted OPA 570 (The Railway Lands East Secondary Plan) which included a requirement for City Council to adopt a Master Plan for Union Station;
- (vi) in December 1991, the Union Station Pedestrian Circulation Master Plan Steering Committee approved the Master Plan prepared by duToit Allsopp Hillier;
- (vii) the 1992 staff report recommending adoption of the duToit Plan noted various implementation initiatives that are similar to those proposed today. These included the development by GO Transit of a west concourse, expansion of the TTC station, the possible enclosure of the moat and teamways for improved pedestrian circulation, as well as developing improved connections to the south;

- (viii) in February 1993, Toronto City Council adopted the Union Station Pedestrian Circulation Plan dated December 1991 as the Master Plan for Union Station;
- (ix) in 1998 the City commenced negotiations with TTR to resolve outstanding rent arbitration issues. These led to the City purchasing Union Station in August 2000;
- (x) in order to transfer ownership of the Station to the City under the Heritage Railways Protection Act, Parks Canada required the City to enter into a Heritage Easement Agreement thereby providing the highest level of protection to the Station. The Heritage Easement Agreement (dated June 30, 2000) included as appendices the Historic Sites and Monuments Board of Canada Heritage Railway Stations Heritage Character Statement dated August 28 1989, and the draft Commemorative Integrity Statement for Toronto Union Station (prepared by Parks Canada and completed in consultation with a group of stakeholders in July 2002);
- (xi) in early 2001, the City initiated the Request for Proposals (RFP) process;
- (xii) in 2001, the City retained ERA Architects Inc., to prepare “Heritage Guidelines” to provide an overview of the principles that would serve to protect Union Station and guide the proposed revitalization. These guidelines, dated July 2001, were approved by Parks Canada and appended to the RFP;
- (xiii) the City also worked with the transportation operators in 2001 to create a Functional Plan adhering to the principles from the duToit plan to identify the potential for 100,000 sq. ft. of commercial space to be accommodated within the Concourse and Great Hall levels at the Station. This material was also part of the RFP package;
- (xiv) in anticipation of the RFP process, the City commissioned duToit, Allsopp, Hillier to update the 1991 Union Station Pedestrian Circulation Plan in consultation with the Station’s transportation operators (GO Transit, VIA Rail, TTC). This updated document was part of the package of material circulated with the RFP issued in August 2001; and
- (xv) the RFP provided proponents with all the above documentation and required proponents to base their proposals on the duToit principles and the Functional Plan. It also required that the successful proponent to submit a Master Plan in conjunction with a site plan application.

Comments:

The proposed Master Plan for the Station consolidates the transportation principles enunciated in the 1991 Union Station Pedestrian Circulation Plan, as updated by the 2001 study of the same name; the Heritage principles enunciated in the Commemorative Integrity Statement; and Design Guidelines for the future restoration and redevelopment of the Station. The Master Plan forms a basis for evaluating ongoing maintenance and any changes proposed in the future.

The 1991 duToit Union Station Pedestrian Circulation Plan, adopted as the Master Plan and subsequently updated, as well as the Heritage Guidelines were both prepared by independent consultants in advance of the RFP process. The proposed Master Plan consolidates both heritage and transportation principles in anticipation of the future revitalization process. As such, it is considered unnecessary to retain another consultant to assist in this matter.

The proposed Master Plan has been prepared in consultation with Union Pearson Group's heritage, planning and transportation consultants in order to address both the City's identified revitalization goals and Union Pearson Group's proposal.

The Planning and Transportation Committee referred the January 12, 2004 Staff Report on the Rezoning Application and Master Plan for Union Station and communications from members of the Save Union Station Committee and the public to the Toronto South Community Council for a report to Council, through the Planning and Transportation Committee, for consideration prior to consideration of the Zoning By-law amendment. The February 4, 2004 communication from the Save Union Station Committee noted the following issues in respect to the Master Plan:

- (1) Concerns in respect to the notice for the meeting on the Zoning By-law held November 19, 2003:

Notice of the Toronto South Community Council meeting has been advertised and mailed to anyone who has previously expressed an interest in the Union Station proposal, including members of the Save Union Station Group.

- (2) Concerns respecting the lack of a comprehensive approach to the planning for Union Station and that the proposed Master Plan is deficient in respect to the following:
 - (i) maintaining public areas of the Station in public control;
 - (ii) maximizing the public use of the Great Hall;
 - (iii) ensuring that the Beaux Arts design rationale is maintained;
 - (iv) improving the ease of vertical access through the provision of escalators to the GO platforms; and
 - (v) the provision of adequate taxi drop-off areas.

Both the Union Station Pedestrian Circulation Plans by duToit Allsopp Hillier and the currently proposed Master Plan for the Station place considerable emphasis on the maintenance of the Great Hall as a public space and maximizing its use and accessibility for all passengers and members of the public. The principles of Beaux Arts design underlay all functions proposed within the Station. The work that has been undertaken to date strives to implement these principles and to bring the Station back to the best of its original construction and design.

The City retains ownership of Union Station. All current public spaces will remain public spaces. Agreements are already in place to maintain public access through Union Station and Save Union Station Committee's concerns respecting freedom of public access to public areas is best addressed in the contract between the City and the operator of the Station will also contain similar requirements. As in all publicly accessible, privately operated spaces there need to be provisions for maintaining public access while ensuring public security.

Platform access and platform widths, are issues which are GO Transit's operating responsibility. Significant constraints are imposed by the existing structure and its heritage designation, as well as the Building Code. Maintaining rail operations at the station and budget restrictions also pose serious constraints on the ability to reconstruct the tracks, platforms and access to them. GO Transit has expressed its opposition to the use of escalator access to its platforms on numerous occasions. Elevators to all platforms will provide handicapped accessibility. A copy of a report to GO Transit's Board of Directors, in response to these same issues raised by the City of Pickering at the request of Mr. Sewell and the Save Union Station group is attached as Attachment 2 to this report.

With the proposed revisions to Union Station, adequate taxi and private car drop off functions will be provided both from Front Street West and from Bremner Boulevard. In respect to vehicular access to the Station it also should be noted, that the majority of rail users either walk to and from the Station or use other forms of public transit.

The proposed Master Plan was presented to the Union Station Public Advisory Group at their meeting on March 19, 2004. The policies of the Plan were discussed. The Planning Advisory Group noted their concerns that the delays in the approval of the By-law, Master Plan and associated details of the agreement with Union Pearson Group were delaying much needed restoration and renovation work. A further meeting to discuss detailed comments relating to the Master Plan is scheduled for March 30, 2004 and the Union Station Planning Advisory Group may submit comments directly to the Toronto South Community Council.

It is suggested that the previously adopted Master Plan for the Station (Union Station Pedestrian Circulation Plan by duToit Allsopp Hillier, December 1991), as well as the other documents noted in Attachment 1 to this report be appended to the Master Plan presented to the Planning and Transportation Committee on February 5, 2004. These documents form the basis for clear policy direction and provide a graphic illustration of how the station may be developed in the future. To ensure consistency between the Master Plan and the detailed design developed for the Site Plan review and approval process, it is recommended that the Site Plan Approval application be reviewed in consultation with the Public Advisory Group and the Operators' Committee (composed of GO Transit, VIA and TTC representatives). This will allow a comprehensive review of the details of the proposed restoration and renovation plans. In the interim, the proposed Master Plan and the supporting documents form a solid basis for proceeding with the necessary rezoning process.

Conclusions:

The proposed Master Plan is based on the principles established in the 1991 Union Station Pedestrian Circulation which was adopted by Council in 1993 as the Master Plan. In 2001, the original consultant subsequently updated the Plan in preparation for the RFP process. Similarly,

three independently prepared documents form the basis for the heritage principles outlined in the proposed Master Plan. Given this lengthy history it is recommended that no additional consultant work be undertaken.

It is reasonable to proceed by approving the consolidated principles outlined in the proposed Master Plan for the Station. This will guide the long term restoration and renovations of the Station and form the benchmark for the evaluation of any future proposals. The Station's operator will still have to submit an application for Site Plan Approval and the Master Plan will form the basis on which to evaluate this application. The approval of the Master Plan also will provide a strong statement of commitment to proceeding with necessary requirements for improving the City's transportation infrastructure.

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Attachment 1

Appendices to The Master Plan for Union Station

- (1) Union Station Pedestrian Circulation Plan, December 1991, prepared by duToit, Allsopp, Hillier;
- (2) Union Station Pedestrian Circulation Plan, updated June 2001, prepared by duToit, Allsopp, Hillier;
- (3) Historic Sites and Monuments Board of Canada Heritage Railway Stations Heritage Character Statement, August 28, 1989;
- (4) Heritage Design Guidelines, July 11, 2001, prepared by E.R.A. Architects Inc.; and
- (5) Commemorative Integrity Statement for Toronto Union Station-National Historic Site of Canada dated July 4, 2002.

Attachment 2

GO Transit Responses to Issues raised by the City of Pickering and John Sewell

Subject: City of Pickering Council Resolution Regarding Union Station Passenger Flow Improvements

Recommendation:

It is recommended that the Board receive this report which outlines GO Transit's response to the City of Pickering's Council Resolution from February 3, 2003, regarding Union Station passenger flow improvements, and that the Mayors and Chairs of the municipalities of the GTA be forwarded this report.

Background:

At its February 3, 2003 Council Meeting, the City of Pickering passed a resolution requesting GO Transit consider enhancements to the platforms at Union Station, including better access for persons with disabilities, the installation of additional escalators and improvements to the connection between Union Station and the PATH system, and also that revenues from any lease of Union Station be allocated and used to improve Union Station and its transportation function. Subsequently, the Township of Scugog and Municipality of Clarington passed similar resolutions.

The issue of the revenue from the retail leases is outside the GO Transit sphere of influence, since the station is owned and managed by the City of Toronto. Consequently, this report will only deal with the issues of platform width, the use of escalators within the Union Station train shed area, accessibility for persons with disabilities and the issue of the connection to the PATH system.

Union Station, in Toronto, was built over 70 years ago and has operated as a railway station since then. GO Transit has been operating a safe and efficient passenger rail service through Union Station, and the adjacent rail corridor, since 1967. With the anticipated traffic growth, GO Transit recognizes that its operation at Union Station will reach its capacity unless improvements are made to both the passenger and train handling facilities at the station. It is projected that peak hour ridership will double over the next 20 –30 years.

(1) Platform Width:

One of GO's considerations in identifying its long-term requirements at Union was the question of platform capacity. Although several of the existing station platforms are quite narrow, they are functional and meet our current requirements. To determine their long-term acceptability, GO investigated future capacity requirements and confirmed that the existing platform configuration could accommodate future passenger volumes, provided more vertical access points are provided into the concourse areas of Union Station. It is GO Transit's position that the benefits associated with widened platforms do not justify the significant expense (\$50-\$70 Million in additional expenditures) and disruption during construction which platform widening would incur. The GO Board, at its November 2001 meeting, endorsed this position.

Within the train-shed area, the passenger platforms at Union Station are serviced by 13 racks; seven tracks are utilized by GO Transit, providing access to nine platforms. Passengers are able to access each platform from the underlying station concourse area via a number of stairs, elevators and escalators.

With regard to increasing passenger-handling capacity at Union Station, two basic approaches are available, as follows:

- (i) essentially maintain the current track and platform configuration and add vertical circulation elements (stairs, elevators, escalators) between platforms and the concourses below; and
- (ii) rearrange the tracks and train shed structure within the station to create wider, but fewer platforms.

Rearrangement of the tracks (option 2 above) would create significant disruption to GO Transit and VIA operations during construction and would cost approximately \$50 to \$70 million more than Option 1. With these considerations in mind, a platform capacity analysis was conducted in 2001 to determine if Option 1 could accommodate projected traffic growth at the station.

The analysis included passenger flow analyses, which considered passenger loads from both current 10-car train consists and potential 12-car train consists that may be utilized in the future. A number of future platform access configurations were considered in the analysis, including the double berthing (trains stopped end to end so that two trains would be accommodated on a single station track) of trains along certain tracks. This is a future consideration when the West Concourse opens at Union Station. Currently GO does not fully utilize the west end of the station tracks, as the concourse below the western tracks is unfinished and not accessible to passengers.

The analyses showed that, in all but a few cases where 12 car trains were considered, platforms could be cleared of passengers in less than the required 4 minutes from train arrival. Additional vertical circulation elements would be installed in a staged manner and double berthing would only be required at Tracks 5, 6 and 7 to handle the projected 2031 passenger loading. In effect, when fully implemented, double berthing would create at least four new platforms at Union Station. An additional benefit of double berthing would be the east and west placement of exits, beyond the existing train shed, resulting in reduced passenger loading in the "central core" of Union Station. This would result in a more effective dispersal of GO passengers to downtown destinations.

Based on the above analyses, it was concluded that sufficient passenger handling capacity could be provided at Union Station for the next 30 years without resorting to the expense and disruption associated with platform widening. This conclusion is documented in a report titled Platform Configuration Analysis, prepared by HDI Joint Venture, dated October 2001. These findings were presented to the GO Transit Board on November 9, 2001.

The proposed plan is to increase platform lengths and resulting roof coverage, thereby reducing the Occupant Load to keep it within GO Transit and industry safety limits. From a safety perspective, the issue is not so much crowding but how quickly can the crowd move off the platform in the event of an emergency. The Platform Configuration Analysis shows that these platforms can continue to function and clear efficiently

provided the planned additional vertical circulation system is constructed. Once the issue of private sector management of Union Station is resolved, more formal implementation plans will be developed for the West Concourse access.

Part of the perception of overcrowding comes from loading on platforms prior to train arrival, particularly around stair and escalator enclosures. However, GO Transit's operational approach is to hold patrons in the Concourse area until trains arrive. Essentially the platform functions as a "landing" between the train and the concourse. With new signage systems to be located in the concourse, this approach will be reinforced with a "proceed to platform" notification when the train is entering the train shed.

Parks Canada, through a Review of Heritage Zones in 1999, reviewed the heritage resources of the Station and Train Shed and concluded that the structural elements, roof and platforms of the Train Shed were protected areas that contributed or defined the heritage character of the facility. GO Transit's planning for increased capacity is based on the assumption that minimal alteration to the original form of the platforms, etc. would be consistent with the value of the Train Shed, as set by the Historic Sites and Monuments Board.

(2) Stairs vs. Escalators at Union Station:

It is GO Transit's position that, in general, stairways are preferable to escalators in delivering passengers to and from the platforms. Elevators are provided for the mobility challenged and those passengers with luggage or strollers. Through ongoing rehabilitation programs at Union Station, it is intended that elevator access to all platforms be provided from the appropriate concourse locations. Stairwells provide greater flexibility and dependability than escalators for able-bodied passengers. GO Transit considers a combination of stairs and elevators at Union Station as the most effective means of passenger access to the platforms for the following reasons:

- (i) in the event that an escalator is stopped during an emergency, there is an effective reduction in exit width over a stair caused by handrails and escalator structure. In general, stairs are installed adjacent to escalators to overcome this impediment. This is not possible at many locations in Union Station;
- (ii) escalators travel in one direction at a time, so bi-directional passenger movement is not possible unless two escalators are installed side by side. Again, this is not feasible at most locations in Union Station;
- (iii) an escalator, closed for maintenance, has a significant impact on passenger flows; and
- (iv) escalators have significant capital and ongoing maintenance costs.

There are also overcrowding risks caused by escalators which can continue to deliver patrons into already crowded areas, such as the platforms or concourse areas at Union Station, especially in cold weather when patrons tend to shelter inside the stair/escalator enclosures.

(3) Accessibility:

Given the linear nature of the station platform areas and the limited amount of vertical circulation elements that can be installed, GO Transit's approach to the provision of services for the mobility challenged is to provide elevators at all of its platforms for accessibility. Elevators cater to all needs, whereas escalators will not accommodate wheelchairs, people with strollers and those with significant ambulatory challenges or those with aversion to using escalators.

(4) Union Station Connection to the PATH System:

Regarding the Union Station connection through the PATH system, the TTC desire is to consolidate its station operations and eliminate a congested public thoroughfare through the middle of its ticket mezzanine area. GO has expressed concerns that the selected design should not inconvenience the majority of passengers destined to the PATH system, while providing a convenient path to the minority of passengers destined to the TTC. GO has some concerns with the impacts that a redesigned subway station may have on GO passengers once they have left GO's area of influence. GO will be working with the TTC and the City during the design and environmental assessment process to minimize any impacts.

As well, with the potential development of the West Concourse, GO Transit has strongly suggested that the City of Toronto take a proactive role in establishing a western connection to the PATH system (via York or University), as the ongoing reliance of the Bay Street PATH route to handle future crowds from GO/TTC and the Waterfront area is not sustainable.

Submitted by:

R. D. Boyle, Director, Facilities Services

GO Transit Board Meeting No. 56 dated March 14, 2003

Union Station – J. Sewell:

Chairman Chong welcomed Mr. John Sewell, who requested the Board to re-visit the decision made by the Board in November 2001, not to widen platforms and install more escalators. Mr. McNeil stated that GO Transit's comprehensive studies have shown this is not necessary in the 30-year analysis period and additional stairwells can disperse crowds faster and control crowds more efficiently. However, if it is found that track relocation is necessary sometime in the distant future, then it can be addressed at that time as GO Transit's current plans would not preclude future relocation. Members concurred. Item was tabled for Members information.

Received.

(Report dated March 22, 2004, address to the
Toronto South Community Council from the
Commissioner of Urban Development Services.)

Purpose:

To amend and restate the recommendations outlined in the report by Urban Development Services pertaining to the rezoning of Union Station and to remove reference to the proposed Master Plan and respond to concerns raised at the Planning and Transportation Committee meeting on February 5, 2004.

Financial Implications and Impact Statement:

There are no financial implications resulting from the adoption of this report.

Recommendations:

It is recommended that City Council:

- (1) amend Zoning By-law 168-93 for 61-71 Front Street West (Union Station) substantially in accordance with the draft Zoning By-law Amendment attached to the report of January 12, 2004 as Attachment No. 1;
- (2) authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required; and
- (3) advise the applicant of the conditions outlined in Attachment No. 2 to the report of January 12, 2004 pertaining to the Site Plan Approval application.

Background:

At its meeting on February 5, 2004, the Planning and Transportation Committee referred the January 12, 2004 report on Union Station from the Commissioner of Urban Development Services and communications from the public to the Toronto South Community Council for report to Council to ensure adequate community consultation in the development of a Master Plan for Union Station prior to consideration of the Zoning By-law. The Committee also requested Toronto South Community Council to consider the retention of an outside consultant to assist in this matter and consider whether the site plan should be undertaken concurrently with the development of the Master Plan and the processing of the Zoning By-law application.

Comments:

The Union Station report of January 12, 2004 dealt with both the rezoning of the Station and the proposed Master Plan. These two issues can however be considered separately. The intention of the rezoning is to increase the permitted non-residential gross floor area and to broaden the range of permitted commercial uses within the Station to support the existing transportation uses. This would allow for the development of existing space currently used for storage and some parking areas within the building for use as primarily transportation or pedestrian circulation related functions.

These amendments to the Zoning By-law would not in any way predetermine the detailed design or operation of facilities within the building. The amendments are needed to facilitate the anticipated revitalization of the station including the currently planned expansion of GO Transit's operations, as well as improved pedestrian access through the Station.

Planning and Transportation Committee has asked Toronto South Community Council to consider whether the site plan should be done concurrently with the Master Plan and the rezoning application. The intention of the rezoning application is to allow the City to prepare for the redevelopment inside the station by any of the transportation operators or the station operator (regardless of who that may be). Site plan applications will be filed by either the transportation operator(s) or station operator upon finalization of their proposals. It would be inappropriate in these circumstances to defer consideration of the rezoning by-law to await these proposals. Rather, the Zoning By-law and Master Plan should be in place in advance of any site plan application in order to allow the Site Plan application to be reviewed against the City's stated policies and principles.

In July 2003, Council endorsed the establishment of a public advisory group to provide a forum for public consultation and to review matters related to the planning and development of the Station. The composition of this group includes a broad range of community representatives, transportation interest groups and business members in the vicinity of the Station. The Public Advisory Group has been consulted on matters related to the rezoning application and the development of a Master Plan for the Station. It is expected that the Group will continue to provide input into such matters as the inter-relationship of transportation elements, pedestrian planning, Station design and public benefits.

Conclusions:

It is essential to proceed with the rezoning of the Station at the current time to increase the permitted gross floor area within the Station and allow an expanded range of uses. Such approval in no way commits the City to any approval of functions or particular uses within the Station, nor does it grant any exemption from the heritage preservation requirements associated with the ongoing maintenance or restoration of the building. Details will be dealt with through the Site Plan approval process. The approval of the rezoning will provide a strong statement of commitment to proceeding with necessary work related to improving the City's transportation infrastructure and revitalizing this heritage asset. It is also one of the conditions to finalizing the lease transaction with Union Pearson group or other operator and should not be delayed further.

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The Planning and Transportation Committee also submits the following report (January 12, 2004) from the Commissioner of Urban Development Services:

Purpose:

To amend the Zoning By-law (168-93) as it applies to Union Station in accordance with the direction of Council at its meeting held on July 22, 23, and 24, 2003 as embodied in Clause No. 1 of Report 8 of The Administration Committee, Recommendation No. (3) (b). This directed staff to review and update the zoning for the station to facilitate its restoration and redevelopment.

Financial Implications and Impact Statement :

There are no financial implications resulting from the adoption of this report.

Recommendations :

It is recommended that City Council:

- (1) adopt the Master Plan attached as Attachment No. 1;
- (2) amend Zoning By-law 168-93 for 61-71 Front Street West (Union Station) substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 4;
- (3) authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required; and
- (4) advise the applicant of the conditions outlined in Attachment No. 5 pertaining to the Site Plan Approval application.

Background :

Proposal:

It is proposed that Zoning By-law No. 168-93 be amended to permit an increase in non-residential gross floor area from 65,627 square metres to 85,000 square metres. Amendments would be also made to the Zoning By-law to permit an expanded range of commercial uses allowing the option of converting the existing office space within the building to a hotel and adding a variety of other commercial facilities serving travelers and other members of the public. In addition, the changes to By-law No. 168-93 would clarify issues related to the provision of parking and the requirements related to off-site parking. All of the new facilities would be located within the existing shell of the building or within the existing moat and teamways located between the building and Front Street West, Bay and York Streets. The change in gross floor area would be created by the proposed renovations to the existing building resulting in the conversion of existing areas currently used for rail support facilities and parking to concourse uses primarily serving the travelling public.

The current amendments to the Zoning By-law are required to facilitate work associated with anticipated expansion in train and transit ridership and to provide accessory facilities serving the public. These changes to the By-law would be required regardless of who operates the Station and in no way support any development outside the existing facility.

Site History:

The Zoning By-law No. (168-93) for the Railway Lands East currently permits the non-residential gross floor area existing at the time of the passing of the By-law to be used for a variety of commercial and office uses as well as for the transit related functions. The City's purchase of the Station in 2000 and the subsequent proposal call process anticipated that the existing structure would be restored and renovated to accommodate a doubling of the current GO Transit passenger load and substantial improvements to the current facilities serving other rail and Toronto Transit Commission passengers. The building is designated as a National Historic Site and protected by a Heritage Easement Agreement. Any work undertaken within the building is subject to a significant review and approval process by both Heritage Preservation Services, Economic Development Culture and Tourism, and Parks Canada.

Site and Surrounding Area:

The property is located on the south side of Front Street West between Bay and York Streets and extends to the south, beneath the rail corridor. The Station currently has a total of 65,627 square metres of non-residential gross floor area and accommodates a wide range of retail commercial and office uses in addition to its primary function as a transportation hub. The combined facilities at Union Station handle more passengers annually than all three terminals at Pearson International Airport, the nation's busiest airport. The Station's current annual volumes are as follows: GO Transit (41 million train and bus passengers), 20 million TTC subway passengers and 2.34 million VIA passengers. The Station provides passenger access to the GO train service at platform level. Direct connections from the platforms in the trainshed are (or will be) provided to the teamways on both sides of York and Bay Streets, as well as the GO bus terminal located between Bay and Yonge Streets. The property is also directly connected to the TTC's Union Station subway station and to the PATH system on the north, as well as the Air Canada Centre on the south and SkyWalk on the west. It is also anticipated that the Station will provide access for the proposed Pearson Airport rail link.

Official Plan:

The Official Plan for the former City of Toronto recognizes the role of Union Station and provides policies for its retention as part of the Railway Lands East Secondary Plan. The new Official Plan for the City of Toronto does not alter this designation, or any of the policies pertaining to Union Station. Within this Secondary Plan the site is designated as Rail Corridor and Union Station. There are a variety of policies within the Secondary Plan which address the primary focus of the Station being for passenger rail and commuter rail facilities serving the Toronto region. In addition there are policies which call for the adoption of a Master Plan for the Station. The Plan also notes that the Zoning By-law should permit only transportation and related uses, including ancillary commercial uses.

Section 10.4.2 of the Secondary Plan which calls for the adoption of a Master Plan (see Attachment 1) requires the retention of the Station as a functioning station complex. To this end, the Secondary Plan details matters to be included within the Master Plan for the Station to ensure its continued function as the primary focus for passenger rail and commuter facilities serving the Toronto region. It is noted that the Station needs to ensure flexibility for expansion and future changes of use. The adoption of the Master Plan will further support the proposed changes to the Zoning By-law.

Zoning By-law:

By-law No. 168-93 currently allows for railway uses and a railway station as well as a range of accessory commercial uses found in sub-paragraphs (iii), (v) and (vi) of paragraph (b) of subsection (1) of Section 6 of the by-law, provided that the non-residential gross floor area existing on the date of the passing of the by-law not be increased.

Site Plan Control:

No Site Plan approval application has yet been submitted detailing the renovations of the Station. The application will be submitted by the City's preferred proponent selected through the Request for Proposals process, upon approval by Council of the lease conditions and finalization of the details related to the proposed renovations.

Reasons for Application:

While the currently permitted range of uses is extensive, there are several additional commercial uses listed in other sub-paragraphs of Section 6 which are desirable to allow for a full range of uses and services appropriate to meeting the needs of the travelling public. The limitation of non-residential gross existing floor area to that existing at the time of the passing of the By-law also limits the necessary renovation of the building and must be expanded to allow for the expansion of passenger facilities and services proposed within the existing shell of the building. The proposed amendment to the Zoning By-law is fully in compliance with the Official Plan and Secondary Plan for the Railway Lands East. The Master Plan attached (see Appendix 1) to this report details the policies for the ongoing use and restoration of the Station in response to the Secondary Plan requirement.

Community Consultation:

A community meeting was held on November 19, 2003, to acquaint residents in the City with the proposed changes to the Zoning By-law. The meeting was advertised by way of a notice in the newspaper, as well as sending notices to residents and owners within the notice radius. In addition, the meeting was advertised on the City's web page which provides information on Union Station. Only three members of the public attended the meeting. In general the questions focused on the following issues:

- (i) how the transportation function of the Station would be protected;
- (ii) how the renovations will affect the operation and appearance of various components of the Station;
- (iii) how the rezoning would potentially affect the ability of the Station to serve the requirements of rail travelers; and
- (iv) how the proposed new air/rail link would be incorporated into the current operations of the Station.

Those in attendance at the meeting generally seemed satisfied with the responses to the questions by staff, indicating that it was the City's specific objective to ensure that the Station is protected and that this is mandated through the Heritage Easement Agreement with Parks Canada. It was also noted that all of the plans for the redevelopment of the Station will require approval by the City and Parks Canada and will be subject to full scrutiny by staff as well as being subject to the conditions of the lease agreement.

Agency Circulation:

The application was circulated to all appropriate agencies and City Departments. Responses received have been used to assist in evaluating the application and to formulate appropriate by-law standards.

Comments:

Heritage:

The proposed changes to the permitted non-residential gross floor area and the range of permitted uses will make little or no change to the exterior appearance of the building, but will facilitate improvements and restoration of the building's interior. The issues related to the City's long term plans for the building have generated significant public discussion over the past year, but it is now generally understood that the heritage significance of the structure will be protected through the Heritage Easement Agreement and the review process mandated by this agreement. All changes within and around the Station will be subject to significant scrutiny and will require approval by Parks Canada. This process provides a rigorous review of all of the heritage issues and protects the existing heritage fabric of the building while still allowing for its restoration and renovation to meet the ongoing need for expansion to accommodate the long term growth in the inter-city and commuter rail passengers.

Parking and Loading:

From the perspective of the impact of the proposed changes to the building, it was determined that issues related to parking and loading were potentially the most critical concerns related to the successful long term operation of the facility and its impact within this area of the City. To this end a Parking and Loading Study was undertaken by consultants to the City to review the current and proposed provision of facilities and to recommend a strategy for dealing with these in the future. The details of the final design for the Station renovation still have to be finalized. When this is completed, the Site Plan approval application will be submitted and the proposal will be reviewed at that time in light of the findings from the Parking and Loading Study and in accordance with the Parking Strategy.

Works and Emergency Services Staff have undertaken a review of the Parking and Loading Study and concur with the findings. It is recommended that parking be provided off site within a radius of 450 metres to make up for the proposed reduction in the provision of parking within the building. This is consistent with the current By-law requirements for off-site parking to be provided within 450 metres of the site for railway stations and accessory uses. The Study determined that there were over 2500 surplus parking spaces within the 450 metre radius and that

it should be possible to meet the requirements of the By-law within this extended radius. It is also anticipated that an active program will be undertaken to advise the public of the location of these facilities and that appropriate signage and direction would be provided within the Station and its environs.

The Parking and Loading Study also considered the issues related to the number of loading spaces and the size of facilities to be provided. The redevelopment of the Station will provide an opportunity to modernize the loading facilities so that they can safely and adequately service all the uses within the building. The ability to do so, though, is constrained by the heritage features of the building and the physical constraints of the existing structure. In reviewing the issues related to the provision of loading facilities, it is expected that the final details pertaining to the design and location of these facilities will not be determined until the finalization of the Site Plan Approval application. As a result, it has been recommended that a Loading Strategy for the review and approval of the Commissioner of Works and Emergency Services be provided in conjunction with the submission of the Site Plan Approval Application. The review of the Parking and Loading Study by staff in Works and Emergency Services recommended that there also should be some modification to the detailed by-law requirements pertaining to the required loading facilities. These changes are noted in the attached draft of the By-law amendment and outlined in the report from Works and Emergency Services (see Attachment 3).

The Parking and Loading Study also addressed issues related to access and traffic. In the review of the Study it was noted that a new access to the Station would be provided from the south, but the ability to achieve this immediately is constrained by the timing of the development to the south of the Station, on the privately owned lands known as Block 4. It was recommended that the proposed access design details to the Station be addressed in the Site Plan Approval application. In respect to vehicular traffic issues, it is suggested that as the parking would be provided off-site and public parking would be eliminated from the Station, there will not be any significant increase in vehicular traffic on the abutting streets. Issues related to any required changes to the recently approved Front Street Passenger Loading operations and the reallocation of pick-up and drop-off zones for taxis would be dealt with in a separate report to Council.

Separate studies are currently being undertaken to review the adequacy of pedestrian facilities in the area with a view to improving the efficiency and amenity of public sidewalks and the PATH system in the vicinity of Union Station. This work is being coordinated with the proposed renovations concurrently being designed to provide a second platform at Union Station Subway Station and the work associated with the restoration and redevelopment of Union Station.

Conclusions:

The restoration and renovation of Union Station to accommodate an expanded rail and inter-modal transportation facility is fundamental to the expansion of the City and encouraging transit usage. Given the existing high volume of commuter and inter-city rail passengers using the Station on a daily basis and the projected growth in passenger traffic in the next 20 years, the improvement of the existing facilities is essential. It also should be noted that it is important to the City from an economic perspective that this City-owned asset return a reasonable economic rent and be protected as an historic site and tourist destination.

The Heritage Easement Agreement coupled with the review and approval process by Heritage Preservation Services and Parks Canada staff provide the Station a high level of protection. This will ensure that both the function and character of the Station will be maintained in the future.

The proposed amendment to the Zoning By-law is consistent with the policies of the Official Plan and the Secondary Plan for the Railway Lands East. The review of the proposed amendment to the By-law on a technical basis has shown that the current proposal for the Station's restoration and renovation is supportable. This proposed amendment is also consistent with the parameters defined by Council in the Request for Proposals documents and with the terms of the Master Agreement approved by City Council. All of these factors justify the approval of the proposed amendments to the Zoning By-law.

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List of Attachments:

- Attachment 1: Master Plan
- Attachment 2: Application Data Sheet
- Attachment 3: Agency Comments
- Attachment 4: Draft Zoning By-law Amendment
- Attachment 5: Conditions for adoption of Zoning By-law Amendment

Attachment 1
Master Plan For Union Station

Background:

The Secondary Plan for the Railway Lands East was originally approved in 1991 and subsequently amended. Orders granting approval of the Plan were issued by the Ontario Municipal Board in 1994 and 1995. At this time, Union Station was owned by Toronto Terminals Railway Company (TTR). Extensive deferred maintenance threatened the future of the Station and it was feared it might be redeveloped and lose its transportation function. To ensure appropriate preservation of the heritage character of the Station, maintenance and improved pedestrian connections, as well as the Station's continuation as the City's main inter modal transportation terminal, the Secondary Plan included a requirement for the creation of a Master Plan for the Station as part of any redevelopment.

With the purchase of the Station, by the City of Toronto in 2000, it now has a greater ability to control the future of the building. The City's objective is to revitalize the Station by enlisting a private sector partner to restore, develop and operate Union Station. The Master Agreement to be executed with the operator defines the operator's obligations for development and maintenance of the Station, under City of Toronto approval controls.

The Master Agreement for Union Station requires the creation of a “Master Plan” to provide a roadmap for the future of Union Station that will be followed by all parties in the redevelopment, revitalization and restoration for Union Station in accordance with the goals of the City of Toronto.

Purchase by the City of Toronto:

The City acquired the Union Station building and development rights above the station and the tracks between York and Bay Streets, in August 2000. Three key objectives were identified for this purchase - the promotion of Union Station as a multi-modal transportation hub, heritage preservation and the revitalization of Union Station. As part of the business case presented in support of the acquisition, it was determined that to maximize the revenue potential and rejuvenate Union Station would require an infusion of capital and quality management. A request for proposals was issued to choose an operator to restore, develop and operate the Station on a long term lease.

The operator will need to co-ordinate the Station redevelopment with the construction programs of GO Transit, VIA Rail and the TTC and will be responsible for creating a contemporary, safe and attractive environment for the building’s occupants, commuters, inter-city rail travelers, tourists, shoppers and any other users of the building. The operator will be required to comply with the Heritage Guidelines provided by the City and as described in its revitalization plans in accordance with the Heritage Easement Agreement. To preserve the heritage character and significance of Union Station, any restoration, revitalization, enhancement or maintenance must be undertaken within the dictates of recognized heritage conservation principles.

Ownership and Components of the Station:

The Station complex is composed of the following major elements:

- (i) the station building (or Head House) at both Ground and Concourse levels;
- (ii) the moat along Front Street, returning south along both Bay and York Streets to the start of the teamways at the viaducts;
- (iii) the teamways running south from the moats along both Bay and York Streets;
- (iv) the train shed, its platforms and tracks;
- (v) the VIA Rail arrival/departure hall;
- (vi) the GO Transit concourse areas (either side of the VIA arrival/departure hall near the floor level of the moats/teamways originally used for baggage on the west and mail on the east (currently the GO Concourse); and
- (vii) the service areas directly beneath the arrival/departure hall currently used for storage, mechanical uses, parking and loading docks.

The City owns all the lands and buildings south of Front Street between York and Bay Streets, including the York West Teamway, and bounded on the south by Canadian National Railway's "Highline". The trainshed is owned by GO Transit. The City owns the land and buildings below the trainshed and the air space above.

At the time the City purchased Union Station, GO Transit purchased the TTR's rail corridor roughly stretching between the Don River and Strachan Avenue and the CP Express site across Bay Street to the north of the rail corridor.

The City's ownership does not include a 27 foot high three-dimensional stratum, or envelope located south of the back wall of the Station building and extending to the south boundary of the site. This envelope is owned by GO Transit, and includes the tracks, the platforms and the trainshed.

Several other entities have rights to elements of the Station either through ownership or long term obligations. These are the Bank of Nova Scotia; GO Transit; VIA; and Trizec Hahn (the Skywalk/Passage Lease of the West Concourse). Furthermore, the neighbouring properties surrounding the Station also enjoy access through the Station precinct as protected pedestrian circulation routes created in the secondary planning process.

The operator of the Station will be required to cooperate with the above entities during development and maintenance in order to comply with their legal rights, and to ensure that appropriate access is provided for smooth and efficient movement through the station.

Master Plan Requirement:

The Secondary Plan for the Railway Lands East (found in Section 17 of the City of Toronto Official Plan) defines a requirement for the development of a Master Plan for Union Station. The Plan notes that the retention of Union Station as a transportation terminal will be ensured and will include the satisfactory functioning of the station complex. To the end the Master Plan for Union Station will:

- (i) respect the historic significance of Union Station;
- (ii) ensure transportation use is primary function of Union Station;
- (iii) provide for each of the necessary transportation functions in a safe efficient and coherent manner;
- (iv) ensure flexibility for expansion and future changes of use;
- (v) ensure that Union Station is fully integrated with its environs; and
- (vi) establish civic design quality.

Heritage Issues:

Design of the Station:

Union Station was built between 1914 and 1927 as a joint construction project by the Canadian Pacific Railway Company (CPR) and the Grand Trunk Railway (now the Canadian National Railway Company) to consolidate their railway services within one facility. It opened in August 1927. Since then, it has operated as one of the most significant hubs in Canada's transportation network. It has served as the base of operations for inter-city rail passengers, freight and mail movement, and in the last 30 years as the hub of the GO Transit commuter network.

The Station was built during the last great phase of railway station construction at a time when a railway station was viewed as the gateway to a city. It was the largest and most opulent station erected in Canada. Like many stations of the early 20th century, Union Station was designed in the grand manner of the École des Beaux-Arts in Paris. Its monumental scale, classical details and rational, ordered planning were hallmarks of the style.

Heritage Preservation:

In consultation with the City's Heritage Preservation Services staff, key departments, transportation tenants and stakeholders of the Station complex, Parks Canada staff have developed a Commemorative Integrity Statement (CIS). This document identifies important historical values, key spaces, architectural elements and other aspects of the Station that are of heritage significance. Together with the Heritage Structures Report, the CIS statement serves as an important heritage conservation planning tool.

Union Station is a federally designated National Historic Site and is protected under a Heritage Easement Agreement held by the Minister of Canadian Heritage (Parks Canada). This document defines the "Heritage Elements" of the station that cannot be altered without Federal approval. The City will also hold a heritage easement agreement with the head tenant of the Station.

Federal approval (Parks Canada) is required for any alterations to Union Station (and the train sheds behind it) that would affect the historically or architecturally significant elements. As the owner of the building, the City of Toronto also has approval rights over alterations. Before any work can proceed, it must be first submitted to and then approved by City of Toronto Heritage Preservation Services, Parks Canada and the Heritage Conservation Program of Public Works, which assists Parks in its review.

Heritage Guidelines for Union Station have been developed by ERA Architects for the City of Toronto, to be used in concert with standard conservation practices employed at the federal government level. This rigorous review process gives Union Station the highest level of heritage protection in Canada. The Heritage Guidelines identify the important heritage characteristics of Union Station. These guidelines are a public document and are available on request. They provide a framework for proposed alterations and conservation work in accordance with four prescribed zones that divide the building into areas of heritage significance.

Tenant Design Criteria to which all tenants must adhere will be developed in order to ensure that they conform with the quality levels and standards of our vision for the design of the building and its special status as an historic structure. Within these standards, creativity would be encouraged to differentiate each vendor and produce an environment where visitors will want to see all of the offerings.

Changes to the Original Design Concept:

The original design concept of Union Station was of a closed transfer system with passengers arriving or departing on foot and by private car or cab, while freight and mail entered or departed through the current concourse areas and through the CN/CP Express Buildings. Today the station has a broader inter-modal function, which is more 'transit' than 'travel' oriented and handles little freight.

Another substantive change relates to the 'porosity' of the building. When it was designed and built, its one major passenger point of entry was the imposing portico off Front Street. Today, people move through the station for many reasons along many routes, en route to the SkyDome, the Air Canada Centre, the downtown office core, the GO bus terminal and the subway.

The challenge is to ensure that the new points of arrival and departure are clear, that the circulation paths are straightforward and pleasant and that there is a continued consistency that respects the original Beaux-Arts Planning Principles of Ross and MacDonald and John Lyle (the Station's architects).

It is paramount that any intervention in the Station is tested against the original design principles. All changes must not only respect, but also enhance the building.

Three types of interventions are key to the Station's survival. These are:

- (i) Heritage Restoration/Conservation;
- (ii) Revitalization; and
- (iii) Long-term maintenance.

Heritage Restoration work must be undertaken to bring the interior and the exterior of the head house back to the way it was when the Station opened. The various components of the building envelope – the masonry, the windows, the roofing, need to be assessed and either repaired, cleaned or replaced.

The interior must be cleaned, damaged surfaces repaired and inappropriate insertions removed. The intention is to safeguard both the tangible and the intangible elements that contribute to the heritage of the station, and ultimately to our appreciation of the architecture of the building.

Revitalization work is required to accommodate enhanced circulation through the station to permit multiple points of entry into the building, to add shops, to add lighting, to upgrade the building systems and life-safety provisions.

The restoration and revitalization of the building have little long-term effect if the work is not accompanied by a maintenance plan, which puts in place a single-entity responsible for the proper stewardship of the physical environment of the building. This assumption of stewardship ensures that the restoration and revitalization work will be maintained and updated as needed over the course of the 100 year lease.

All work should following the internationally recognized principles and guidelines of:

- (i) Minimum Intervention;
- (ii) Caution;
- (iii) Honesty; and
- (iv) Fit (compatibility of the new use with the original).

Good heritage conservation comes from an action plan that is tailored to the unique history and needs of the specific building. Therefore work should be based on multi-disciplinary research and documentation. The analysis that results from this research ultimately provides information for a Historic Structures Report and Conservation Strategy being prepared by Fournier Gersovitz & Moss Architects.

The Historic Structures Report is a compilation of everything that is known about a building. The first chapter is a scholarly essay on the history of the building, describing why it was built, what was associated with its design and construction and how it evolved over time. In addition it defines the attributes, both tangible and intangible, that contribute to the heritage character of the building. The second chapter documents the current condition of every building component and provides an overview of the systems and life safety features in the building. The final chapter sets out conservation objectives that follow from the findings of the first two chapters and all rehabilitation objectives that follow from the functional and technical program for the building.

The merging of the conservation objectives with the rehabilitation objectives is contained in the Conservation Strategy. This strategy sets out all the interventions that are envisioned for the project.

In addition to work directly related to the conservation, revitalization and long-term maintenance, Signage Design Guidelines will need to be developed as part of the long-term maintenance program. Appropriate signage is fundamental to providing a clearly legible wayfinding system, as well as defining the tenant guidelines to ensure easy identification of tenancy while still being sympathetic to the heritage context of the building.

Ongoing Process for Approvals and Operation:

The above-described Heritage Guidelines identify the important heritage characteristics of Union Station. These guidelines are a public document and are available upon request. They provide a framework for proposed alterations and conservation work in accordance with four prescribed zones that divide the building into areas of heritage significance.

In addition, a detailed Statement of Intent for all the interventions associated with the revitalization project has been circulated. The document incorporates the input of concerned citizens, representatives of the City of Toronto Heritage Preservation Services Staff, Parks Canada, GO, VIA and Transport Canada. Additional input will also be sought.

Function and Organization of the Station:

A Transportation Hub:

The Union Station complex has been a central hub for transportation in the Toronto area since it was constructed in the 1920's. It has served as the base of operations for inter-city rail passengers, freight and mail movement, and in the last 30 years as the hub of the GO Transit commuter network and an important connection for the TTC subway system.

There has been an evolution of transportation use from the original design intent of a closed transfer system. Today the station has a broader inter-modal function that is more 'transit' than 'travel' oriented - more people, less freight and a greater integration of a range of transportation modes. The station also has become a more permeable facility with people passing through it on their way to other places within the city as well as within the region such as from subway to GO Train, GO Bus or VIA. The impact of this evolution is that the concourse areas are used extensively for commuter passage rather than a destination. To accommodate this new pattern of use the concourses must be extended south, as well as to the west.

Criteria for Passenger handling:

Any plan to modify the station must address the new needs of both inter-city and commuter passengers, and the facilities needed to support their use of the station. Passage through the station is dependent on a series of elements that must each be planned to provide an adequate level of service. These facilities and amenities are required to ensure adequate capacity for growth and efficient movement of people. They are:

- (i) an adequate number of stairs of suitable width;
- (ii) sufficient run-off areas at the top and bottom of vertical circulation elements;
- (iii) elevators for accessibility;
- (iv) corridors of sufficient width to handle queuing and circulation;
- (v) waiting areas for inter-city passengers and afternoon commuters;
- (vi) amenities to enhance the trip and wait time;
- (vii) understandable and consistent signage and information;
- (viii) logical wayfinding through a pattern of rooms and corridors that are clearly legible; and
- (ix) consideration of each of the elements together as part of a system.

Proposed plans for the Station call for the upgrading of passenger handling facilities to adequately accommodate projected 20 year growth in passenger loads of the TTC, VIA Rail and GO Transit. Improvements need to be made to pedestrian circulation patterns, furnishings and

lighting improvements in the major pedestrian areas, as well as the addition of retail and food amenities to enhance the utility and aesthetic appearance of the Station, and improve the overall quality of experience for passengers.

Transportation Components of Union Station – Current and Future:

The components include the approach tracks (from the Don River to Strachan Avenue), platforms, circulation elements (stairs, elevators and escalators), the building concourses, support facilities, teamways, road access and circulation, the adjacent subway system and the connecting PATH network. The station itself currently handles more than 43 million passenger trips annually. Growth projections for population and employment in the Greater Toronto Area indicate that GO Transit ridership could approximately double in the next 20 years, overwhelming the ability of the current facilities. GO capacity through Union Station is expected to grow from the current 51,000 passengers in the peak period to between 97,200 to 118,000 passengers. Inter-city travel has changed as well, competing favourably with road and air transportation.

VIA Rail Canada currently has renovations well underway to its ticketing and baggage handling facilities, as well as a satellite commissary at the southwest corner of Union Station where food and drinks are prepared for loading on trains. When completed this will free up areas in the Great Hall and in the western part of the lower level of the building to provide other facilities to serve the public and provide the west concourse for GO Transit. The renovated VIA facilities should adequately accommodate high-speed inter-city passenger rail service in the Quebec City to Windsor corridor for the foreseeable future.

The TTC is planning to reconfigure the Union Station Subway facilities to construct a second platform, redesign the “fare paid” area, and construct an east and west by-pass of the “fare paid” area that will facilitate the connection of persons from the Union Station to/from the PATH system. GO passengers represent over 20 percent of the people moving through the moat area between the TTC facilities and the Union Station complex. The remaining 80 percent of pedestrian traffic through the Moat continues into the PATH system. It is, therefore, critical that the TTC construction phasing be closely coordinated with the realigning of existing doorways and creation of additional openings in the Station complex to mesh with the new TTC/PATH connection.

GO Transit has determined that to be able to adequately handle the expected increase in passengers (to the 75 to 80 million annual ridership level), it must add vertical access in the east and west GO concourses and the teamways. GO’s phasing plan is currently to construct new stairs to Tracks 6 and 7 from the east and west GO Concourses; followed by the building of a new platform and access points to provide access to a platform between Tracks 13 and 14. Thereafter, they intend to complete the installation of all access points to Tracks 1 to 5 in the West Concourse; and finally to complete the access points to Tracks 1 to 5 in the East Concourse.

Development plans for the West Concourse area should be planned to coincide with the completion of the access points to Tracks 1 to 5 by GO to accommodate passenger movements and GO ticketing facilities and other commercial/retail facilities to meet customer needs.

GO's new bus terminal on the east side of Bay Street is used by passengers interchanging between the GO Bus terminal and other modes of travel. Safe access (including handicapped access) has been provided for passengers to use either the local street system or a stair/elevator access to a crossing of Bay Street via the Track 1 platform.

All plans for redevelopment of the Station will need to support the implementation of the Air-Rail Link to Pearson and ensure its proper accommodation within Union Station.

Relationship between Transportation Modes:

There is a significant level of inter-modal use of the Station which varies by time of day and between weekdays and weekends.

GO Transit riders currently feed to and from the platforms primarily through the GO concourse underneath the tracks and east wing. Ten to fifteen percent of GO riders use the VIA concourse. Additional track access for GO passengers is provided from the York West and Bay Street teamways. Their primary destinations in the morning and origins in the evening are the PATH System, Union Subway Station and the adjacent streets.

In the morning, TTC riders come up from the platforms to the PATH System and the surface while, in reverse, GO passengers go down to the subway platforms. There are similar reverse flows in the evenings as downtown patrons go down to the subway platforms and TTC passengers come up to the GO concourses.

VIA passengers arrive and depart by subway, taxi and on foot throughout the day. While TTC and GO passengers typically move through the station quickly, VIA passengers often wait for an hour or so in lines within the VIA concourse before trains arrive. At times of peak overlap between GO and VIA operations there can be considerable friction between waiting VIA passengers and GO passengers rushing to tracks 12 and 13.

These circumstances generate mixed pedestrian flows. There is a general day-long flow through the station as part of regular downtown foot traffic. There are three separate peak flow cycles. The commuter cycle is focused on the TTC and GO systems. The inter-city rail cycle is focused on the VIA concourse. Recreational peak flow cycles respond to events in the SkyDome and Air Canada Centre.

Union Station is a strategic inter-modal facility that must continue to function with as little disruption to the every day movement of people as possible. Work trip commuters are traditionally creatures of habit and changes to these habits must be introduced with careful consideration, advance communication and with the utmost in safety in mind.

Amenities:

The revitalization plans propose to incorporate a major re-arrangement and upgrading of shopping, food and service facilities, and the addition of new destination uses to augment the building's use by a broader range of people outside the usual peak periods. The result will be an enhancement of Union Station's reputation as a destination in itself.

The current plans include using areas within the station as venues for major public events, creating a sky-lit European style food market in the Moat and creating a restaurant court below the VIA Departures Concourse, creating a destination sports-related leisure facility, which complements the Station's proximity to the Air Canada Centre.

It is proposed that in the future, the VIA Departures Concourse could connect with a new retail level below it. This would offer VIA and Air-Rail Link passengers with time before departure to enjoy their wait while shopping or eating at the retail establishments, and would add amenity to VIA's operation. This area would become a major new retail spine on the central axis of the Station. The spine would run all the way from the south wall of the head house to beyond the south side of the embankment, where a new public entrance to Union Station will be created from Bremner Boulevard. This route would provide a mid-block passage through the wide city block, increasing north-south permeability and complementing the teamway/moat links on either side of the Station. This connection to the south would be consistent with the policies enunciated in Section 10.4.4 of the Secondary Plan.

Planning Principles:

Accommodate Peak Flows:

The first principle is to accommodate the peak pedestrian flows generated by the transportation systems using the station - GO, VIA and the TTC - with as little congestion and with connections as logical as possible.

The Commuter Peak:

The highest pedestrian volumes in the station occur during the morning and evening rush hours as passengers arrive and depart the GO and TTC concourses, moving to destinations north and south, east and west. The day's peak period is between 7:00-9:00 a.m. - currently 38,000 pedestrians in the peak hour; expected to grow to 85,000 in the long term. Most of this flow now converges on the east GO concourse, the TTC mezzanine, and the moat between them. These flows are not adequately accommodated now, leading to intense congestion. Accommodating the increased pedestrian traffic in future will need considerably more floor area both in the station and in the network to the north, as well as designing the spaces to maximize their efficiency. Pedestrian traffic beneath the tracks is primarily north/south, with some east/west linkage. Many commuters are frequent users who arrive shortly before departure and go directly to their platforms. In the evening departure, many passengers wait in the concourse until a track assignment has been confirmed. This tends to ease some of the congestion as the passengers know exactly where they are going and have determined their best routes to minimize time and conflict. City staff are currently undertaking pedestrian studies to determine how to improve the pedestrian movements in the area. The operator of the Station will need to undertake a pedestrian plan to ensure that the principles and objectives of pedestrian planning are supported throughout the development process.

The Inter-City Rail Peak:

VIA handles an average of 6,000 passengers per day with peaks of up to 12,000 passengers per day. Peak flows are intermittent throughout the day with the greatest peak in the afternoon coinciding with GO's PM peak. The greatest daily peaks occur on Fridays, Sundays and around

holidays. The passenger numbers are relatively small when compared to commuter traffic, but they occur at the same time as GO's PM peak. They are also a different kind of passenger and have different pedestrian space needs. They are generally infrequent users who are unfamiliar with the station, often with baggage and with families. They arrive well in advance of departure and line up at departure gates in pedestrian flow areas used by both GO and VIA.

The Events Peak:

The events peak from the SkyDome and the Air Canada Centre occur at game end and generate several thousand pedestrians over a fifteen-minute period.

Overlapping Peaks:

Use of the Waterfront and event facilities for major functions is increasing. The worst congestion and confusion occurs when an event peak (exit from a matinee) occurs at the same time as a commuter and VIA peak (evening rush hour). At such times, the whole or parts of the station may need to be closed to allow operators to maintain an acceptable level of service in the building.

Accommodating peak flows can be accomplished by creating additional access points to Tracks 1 through 7 and opening GO Transit's West Concourse, allowing GO to bring more trains to and from Union Station in the peak periods. Tracks 1, 2 and 3 to the east may also need to be straightened to permit GO to operate two trains on each platform track at one time, when required by peak flows.

The current maze of stairs and elevated mezzanine corridors leading to each platform from the current GO concourse should be replaced with multiple, regularly spaced stairways aligned and oriented to provide safe runoff areas sufficient for passenger queuing.

VIA Rail's improved access to Tracks 8 to 13, combined with their program to improve ticketing and baggage handling, will provide them with greatly improved station facilities. In addition, the relocation of most train and food servicing facilities to Mimico has improved the overall throughput of the Station by reducing the time trains are in the station on the tracks designated for VIA.

The GO Bus Terminal has removed a large number of buses from Front Street and now provides ticketing, washrooms, waiting room space and limited retail service for passengers adjacent to the platforms. The provision of this facility has improved GO operations adjacent to the Station and increased capacity for taxi and passenger drop-off and pick up zones on Front Street.

Accommodate Daily Pedestrian Traffic:

The station occupies a large city block between the Downtown and the Waterfront and needs to better accommodate pedestrian traffic between these two important parts of the City. The second principle of the plan is to accommodate the pedestrian traffic generated by general downtown conditions throughout the day.

The improvements recommended to accommodate peak pedestrian flows will also serve to improve the daily pedestrian flows through the station and connect the Downtown with the Waterfront.

The TTC's planned modifications to their facilities should be supplemented by the creation of two by-pass pedestrian routes, which together will create a much-improved flow of pedestrian traffic in the vicinity of their operations.

GO's East and West Concourses should be designed to accommodate the space required for all future stairs, elevators and other access facilities.

The future Air-Rail Link to Pearson Airport will operate off a track to be designated in the future and their ticketing and baggage handling can be accommodated in the improved VIA facilities or in their own lounge area.

Establish By-pass Through Routes:

The third principle of the plan is to provide through routes which by-pass the individual platform access concourses, so that unrelated traffic does not have to pass through and between them. The through routes form the top of the hierarchy of a structure of paths as clear rights-of-way. The railway and TTC stations are to be surrounded with convenient, direct by-pass routes utilizing the teamways, moat, and passages around the TTC station. The north end of each concourse is to be linked to the others via a primary east/west route through the centre line of the station building.

The teamways on York and Bay Streets are required by legal agreement to be opened to create better north-south access routes between Front Street and the Waterfront. In addition, improved east-west connections can be achieved through and under the Great Hall, enhancing the movements within and between the enlarged GO concourses on either side of the Station.

Creating a PATH by-pass of TTC's Station facilities would improve the pedestrian movement in the moat area and give better access between this point and the Air Canada Centre. A future retail level under the VIA concourse also would provide another north-south alternative at mid-block.

The west end of the Front Street-level of the Station can continue to provide a connection to the SkyWalk (running from the Station to the Convention Centre and Sky-Dome) down to the Concourse level. New, vertical links from the SkyWalk and street level of the building would help to move large numbers of people between the subway/PATH systems to the SkyWalk. With this change, the large volumes of pedestrians at peak times will not need to pass through the Front Street level of the building where the proposed Events and Hotel or Office uses will be located.

Continuous Flow and Permeable Concourses:

Planning for smooth, uninterrupted flow in any movement system, whether for liquids, cars or pedestrians, requires a consistent flow capacity, without bottle-necks, through the system. Thus the various route widths of the concourse corridors must be balanced by the comparable stair

widths and in turn by the total exit widths in and out of the building. In addition, the system must accommodate counter flow - enabling a minority of pedestrians to make way against the majority flow.

There should also be secondary means of walking in a north/south or east/west direction to access the GO East and West Concourses. In this way, the entire station and any future adjacent development will be “permeable”. On the rare occasions where there may be conflicts between a given group of passengers and through traffic, the Station operators will be able to re-direct other pedestrians around any areas of conflict.

On the York Street side, a new building entrance can be created in the west wall comparable to the opening from Bay Street to the GO East Concourse. This entrance would provide continuous lower level access from the western side of the Station through the building.

A further possibility exists to install additional doors from the building into the Front Street moat beneath the central bridge. In addition, removing the two stairs that connect Front Street with the TTC entrance below and replacing them with new stairs at the corner of Front and Bay Streets would relieve congestion on the sidewalk.

The existing (original) design to separate arriving from departing passengers in the Great Hall is no longer appropriate for contemporary travel patterns and should be modified to one arrival/departure level. The introduction of new vertical circulation spaces within both of the Great Hall’s side vaults, directly opposite the two entrances from Front Street have been proposed. These two new connections would expand the capacity for traffic between the Great Hall and the VIA arrival/departure area, while providing clear, comprehensible movement for passengers. The original design of the Station actually allowed for stairs in these locations and their introduction would be consistent with the Beaux Arts design principles while improving pedestrian flow. The existing (original) central, axial ramp providing for pedestrian movement between the Ticket Hall and the arrival/departure hall will be preserved with its gently sloping ramp.

The addition of the GO West Concourse will add capacity for additional GO patrons, while also providing direct access from both the York and Bay Street teamways and increasing the permeability of the Station.

Finally, a passage starting at the west end of the SkyWalk (at York Street), adjacent to the north edge of Platform 1 and leading to the VIA arrival/departure level could help to provide improved public access to the platform while at the same time giving access from the Skywalk directly to the VIA Rail Concourse.

A Legible Pedestrian System:

The pedestrian system should be clearly legible to all users of the station – both regular patrons and to occasional visitors. It should be easily read and grasped at first sight so that people can find their way with a minimum of reference to signage. This will be achieved when sightlines are clear, when a clear hierarchy of pedestrian routes and places is easily understood by the first time passenger, and when the whole pedestrian system is clearly distinguishable from other parts

of the building by having a distinct identity of its own. Clear signage will also be needed to supplement the clarity of architectural organization, and must have clear visual priority over commercial and advertising signage.

Setting up the east-west pedestrian routes would facilitate some clarification of access to GO and VIA facilities from TTC and PATH at the concourse level. Creating additional vertical circulation from the Great Hall to the concourse level would also help to facilitate clarity of movement.

Beaux Arts Civic Design Quality:

The Station was originally designed around four functions - people, baggage, mail/freight and food service. The change to today's predominant commuter movements and secondary inter-city travel should be recognized and the station adapted in architectural terms within the symmetrical, well ordered, the Beaux Arts design framework. These principles can also be extended beyond into operation of the teamways and any areas developed to the south of the tracks. This also would give clarity to the transformation of the lower level of the Station into an organized set of rooms and links, as discussed above. These criteria should be expressed architecturally and spaces embellished beyond that strictly necessary for utilitarian purposes, so that the importance of this public building as a major commuter and inter-city gateway to the City is fully expressed.

Civic design quality must be visible both in the interior and exterior. The key to the interior is to deal effectively with the proportion and order of the spaces as well as to their generosity of dimension, finishes, daylight and animation; to treat the primary concourses as important public rooms with definable edges and uncluttered floors and then to link the rooms so as to define passages and clear thresholds. The key to the exterior is that the station as a whole should be perceived from both north and south as a prestigious and important public building, a visible and easily identified civic design element. This is now achieved through the central portico and flanking elements of the north face fronting Front Street, the result of the original single-fronted design. Today the station must be seen as having an additional south front, facing Bremner Boulevard and with a contemporary, but equally distinctive treatment. The teamways would also benefit from distinctive treatment at their thresholds and along their length. Policies within the Railway Lands East Secondary Plan also define the criteria for the design and development of Union Plaza (to the west of the Air Canada Centre on Bremner Boulevard) where the new north-south connection would be established.

Concourse-level development should include the creation of a new north-south pedestrian route that would join the east-west major concourse with the Union Plaza west of the Air Canada Centre via a new underpass beneath Tracks 14-16. This route would contribute significantly to the clarity of the pedestrian system.

All non-original signage and seating in the Great Hall should be replaced with new versions appropriate to the Beaux-Arts design of these "character defining" elements of the building. Existing photographs of such signage and seating can be used to assist in providing examples for the production of these amenities.

The outside of the building should be cleaned to reinforce its Beaux-Arts symmetry and to restore the building to its original appearance. In addition, illuminating the Front Street Façade with warm lighting would help to distinguished the form of the central block from the two wings and to accentuate the Beaux-Arts grandeur and importance of the building's function in the evening hours.

Cohesion of Design:

To ensure that the building, once restored and revitalized, will age gracefully, mandatory design guidelines must be established to guarantee that all future tenant work contributes to the particular architectural character of the Station. Ongoing proposals for such work will need to be scrutinized based on the criteria established both in the tenant design and in terms of the guidelines established for signage required for both tenant identification and wayfinding.

Safety and Efficiency:

Within the entire building, new broad minimum 6 m clear pedestrian routes will permit much greater travel distances for exiting, and will greatly improve existing safety conditions within the building. A Wayfinding Plan also will be developed by the operator in conjunction with the transportation tenants to assist in providing clear and efficient means for the public to migrate through the building.

Barrier Free Access:

The station should have barrier-free access for the disabled around and within the building beyond the minimal requirements of the Ontario Building Code (OBC). Other recognized standards should be incorporated, as appropriate, and practicable to ensure ease of use throughout the building for people with a range of disabilities.

The existing building already provides good major access, not just from Front Street, but also down the Bay and York Street sidewalks into the east and the proposed west public entrances to the lower Concourse level. Within the building convenient elevator access to all floor levels should be available using new, or refurbished existing elevators.

Flexibility for Future Change:

It is recognized that all plans for Union Station must be made with a long-term view and flexibility for future change. The plans look forward to the addition of two major new train services in the not too-distant future, the Air-Rail Link to Lester B. Pearson International Airport and a new high-speed inter-city service in the Quebec City to Windsor corridor. The result will be a Station that is responsive to the changing needs of the traveling public in the Greater Toronto Area, the Province and the Nation.

As described above, there is a plan in the future to use the area below the VIA arrivals/departure lounge to create a new north-south pedestrian route which would join Union Station with Union Plaza to the west of the Air Canada Centre via a new underpass beneath Tracks 14-16. This route would contribute significantly to the clarity of the pedestrian system and would serve as a useful amenity for passengers.

Integration with the City:

The PATH network connects most of the major downtown office buildings to the Union Station Subway Station (among others) and through it to the GO concourse. It is this system that most of the TTC and GO passengers (and many of the VIA passengers) use to connect to their destinations. To integrate Union Station with downtown Toronto, it is necessary to establish sufficient and effective pedestrian linkages to the PATH system and encourage improvements to the PATH's connection adjacent to Union Station, as well as to potentially expand PATH connections.

Both the Bay and York Street moat/teamway routes should be developed as major new north-south pedestrian routes linking the financial district with the Waterfront and enhancing Union Station role as the new "gateway" to Toronto's Waterfront. It is expected that future pedestrian traffic between Front Street and the Waterfront will use these two routes in conjunction with the existing "Blue Route" access from the GO East Concourse to the Air Canada Centre. This will require that the design of these routes be of a quality high enough to ensure pleasurable and convenient public use. Improved connections to the moats and teamways, and the addition of activities and glazed coverings to moat areas, would substantially improve the Station's relation to Front Street and the routes to the south.

Moats:

The moats were designed as exterior spaces for vehicular traffic usage, including delivery vans, trucks and taxis. These areas are being considered for conversion to covered pedestrian passageways to provide additional easy and attractive connections between the Station and the subway. This would change the function from vehicular to pedestrian circulation and allow improved access through the station while facilitating pedestrian movement. In addition to the pedestrian circulation function, retail uses may be considered within the Moats to enliven the space.

The existing structure at moat level beneath the central entrance plaza is in need of much restoration and imagination to achieve its highest and best use. One proposal is to create a top-quality food market, lined with stalls available to commuters on their journey home. This would be located to the west of covered portion of the moat under the main entrance plaza above. If covered by a glass canopy, the Moat could be used by a restaurant tenant with weather protection for 'extended season' outdoor seating, while also providing improved amenity for east-west pedestrian connections. Portable retail kiosks may also occupy some of the space beneath the canopies of the Bay and York Street Teamways.

The proposed glazed roof over the Moat and Teamways will require the highest possible level of design to ensure that it meets the criteria established in the Heritage Guidelines and to ensure Federal approval. It may be possible that to elevate this standard of design to an appropriate level, the design and construction of the roof structure could become part of the Public Arts Budget for the overall project if the appropriate public art process is followed.

Teamways:

The teamways will be significantly altered if GO builds new stairs directly from these routes to the platforms. This will help to establish these routes as populated public spaces bringing more activity and attention to the currently relatively dark and isolated spaces.

Portable retail kiosks may be stationed in the teamways along Bay and York Streets. Retail opportunities in the teamways may become ever more viable as new development occurs to the south of the Station and more constant traffic moves along these revitalized streets.

Excavation under the VIA Concourse:

In the future, the area below the VIA arrivals and departure area could be excavated to run all the way from the south wall of the head house to beyond the south side of the embankment. This would create a major, new public entrance to Union Station facing Bremner Boulevard at Union Plaza. This route would provide a mid-block passage through the wide city block, increasing north-south permeability and complementing the teamway/moat links on either side of the Station.

As development of the Waterfront area continues, this route will be a popular alternative to the street-side routes. It would offer a weather-protected environment, retail activities animating its full length, direct connection to all trains (GO, VIA and the Air-Rail Link), as well as to TTC and PATH routes and arrival at street level through the monumental Great Hall to Front Street.

Opportunities for Inter-City Bus Facilities:

Passengers currently may connect between the GO Bus Terminal and Union Station via an extended platform adjacent to Track 1, over Bay Street, to the second level of the bus terminal. The Ontario Motor Coach Association (OMCA) has had a long term plan to establish an inter-city bus terminal in the Union Station area. A combined bus terminal will require passenger support facilities, about 20 bus bays (according to studies undertaken by the OMCA), and must also incorporate the ability to handle the extensive Bus Parcel Express business operated by inter-city carriers. Extensive work with GO, the OMCA and the owners of the potential properties will need to be undertaken to ensure that the City achieve a successful intermodal terminal.

Other Transit Connections:

The improvements planned for the station will enhance all transit connections into the station, including the future Air-Rail link, the GO inter-City bus terminal, and planned expansion of transit within the Waterfront.

Expansion of transit facilities within the Waterfront is one of the priorities of the Central Waterfront Plan. An extended Waterfront Light Rapid Transit line is planned from Exhibition Place to the Port Lands with excellent connections into the city. Expanding GO Transit rail services and upgrading Union Station are critical elements of the new Waterfront transit plan. The goal is for future travel demand to be mainly met by non-auto means.

Redevelopment plans need to be coordinated with plans for streetscape improvements on Front Street between York and Bay Street and to undertake improvements within the plaza at the front of Union Station. Such improvements need to be consistent with the heritage character of the Station and the other heritage buildings along Front Street. This could result in the restoration of the location for the original clock tower in front of the Station.

The two stairs that connect Front Street with the TTC entrance below, as mentioned previously, should be removed. People would be able to use new stairs located at the corners of Front Street at both York and Bay Streets. These activities would relieve congestion and help restore the original, simple, bold image of the moat's balustrade.

Conclusions:

This Master Plan represents the redevelopment, revitalization and restoration goals for Union Station in accordance with the goals of the Station's owners – the City of Toronto. As required by the Secondary Plan, the text of this Master Plan sets a framework for the future restoration, maintenance and development of the Station. This document acknowledges the historic significance of Union Station, focuses on transportation as the primary use, provides a context for safe, cohesive and efficient functions of all of the current and future transportation functions and integrates the station with the surrounding environment, while maintaining its Beaux-Arts civic design quality.

Attachment 2

Application Data Sheet

Application Type	Rezoning	Application Number:	03 195332 STE 28 OZ
Details	Rezoning, Standard	Application Date:	November 24, 2003
Municipal Address:	61 Front St W Rear, Toronto ON		
Location Description:	PL 162E PT BLK A		
Project Description:	Continuation of existing use plus allowing adaptive re-use of existing building for expanded transportation, retail, commercial (including optional hotel) and public uses.		
Applicant:	Agent:	Architect:	Owner:
Director of Real Estate Doug Stewart			City of Toronto c/o Director of Real Estate
Planning Controls			
Official Plan Designation:	MUA 'M'	Site Specific Provision:	95-0506, 168-93
Zoning:	T	Historical Status:	Y
Height Limit (m):	20/15	Site Plan Control Area:	Y
Project Information			
Site Area:	45000	Height:	Storeys: 7
Frontage:	359		Metres: 0

Depth:	170		
Ground Floor GFA:	17541		Total
Residential GFA:	0	Parking Spaces:	20
Non-Residential GFA:	85000	Loading Docks	6
Total GFA:	85000		
Lot Coverage Ratio:	100 %		
Floor Space Index:	1.8		

Dwelling Units		Floor Area Breakdown		
Tenure Type:			Above Grade	Below Grade
Rooms:	0	Residential GFA:	0	0
Bachelor:	0	Retail GFA:	18360	0
1 Bedroom:	0	Office GFA:	22085	0
2 Bedroom:	0	Industrial GFA:	0	0
3 + Bedroom:	0	Institutional/Other GFA:	0	0
Total Units:	0			

Contact: Planner Name: Angus Cranston, Senior Planner- East Section
Telephone: (416) 392-0425

Attachment 3 Agency Comments

(1) Urban Development Services (Buildings, December 3, 2003)

Subject: 61-71 Front St. W. - Rezoning Application 103012
Circulation Notice dated June 20, 2003

Our comments concerning this proposal are as follows:

Description: Interior Alterations
Zoning Designation: T Map: 50G 323
Applicable By-law(s): 168-93, as amended
Plans dated: June 12, 2003

Zoning Review

The list below indicates where the proposal does not comply with the City's Zoning By-law No. 438-86, as amended, unless otherwise referenced.

- (1) the non-residential gross floor area that existed on the date of the passing of this by-law has been increased, contrary to this section;

“Hotel” is not a permitted use. (Section 7(4)1).

Other Applicable Legislation and Required Approvals:

- (1) the proposal requires Site Plan approval under Section 41 of the Planning Act;
 - (2) the proposal does not require conveyance of land for parks purposes, or payment in lieu thereof pursuant to Section 42 of the Planning Act;
 - (3) the property is designated historical, and the proposal requires the approval of Heritage Preservation Services under the Ontario Heritage Act;
 - (4) the issuance of any permit by the Chief Building Official will be conditional upon the proposal's full compliance with all relevant provisions of the Ontario Building Code; and
 - (5) this proposal is subject to the Toronto Catholic District School Board Education Development Charges By-law 2003 No. 153;
- (2) Works and Emergency Services (December 29, 2003):

This is in reference to the application by Real Estate Services, on behalf of the City of Toronto, for the above-noted site located on the south side of Front Street West, between York Street and Bay Street. The proposal is to amend the Zoning By-law to permit expansion of the existing transportation use and a range of new accessory uses (retail, commercial, optional hotel and public uses) within the existing building. The rezoning application was previously dealt with in departmental memoranda dated August 8, 2003, and November 3, 2003.

The required Parking and Loading Study prepared by IBI Group, dated November 2003 has now been submitted in support of the project. Comments and conditions in respect of this study are included in this memorandum.

The comments provided herein supercede those previously provided.

Please advise me if any changes or modifications are required to the conditions identified in this memorandum.

Conditions:

- (1) The applicant/proponent be required to:
 - (a) provide and maintain parking generally in accordance with the requirements of By-law No. 168-93 except that, for the purposes of the Union Station redevelopment, "retail uses" be considered as ancillary to the "railway station uses" and that off-site parking be permitted within 450m for all uses within the redeveloped Station;
 - (b) submit, for the review and approval of the Commissioner of Works and Emergency Services, a "Parking Strategy" in conjunction with, or prior to the submission of a Site Plan Application for the site setting out, among other things:

- (i) the total parking requirement;
 - (ii) the proposed location and operation of parking , including car rentals;
 - (iii) wayfinding/signage plan; and
 - (iv) hotel parking management plan, if applicable;
- (c) provide loading for the retail uses in accordance with the provisions of By-law No. 168-93 except that the proponent has the right to substitute a “Type B” or “Type G” loading space for any required “Type A” loading space;
- (d) that the loading requirements embodied in By-law No. 168-93 for Union Station be amended in order to allow the shared use of the loading spaces and loading areas so that loading areas, where dimensionally adequate, may be used to satisfy the requirements of Type C, Type B, Type G and Type A loading spaces, as appropriate;
- (e) submit for the review and approval of the Commissioner of Works and Emergency Services, a “Loading Strategy” prior to, or in conjunction with the Site Plan Application for the site, such strategy to include:
- (i) total required loading supply;
 - (ii) a Loading Dock Management Plan;
 - (iii) proposed location and operation of loading, including access arrangements;
 - (iv) the adequacy of the vertical clearance over the loading facility and access thereto;
 - (v) proposed changes, if any, to curbside management;
 - (vi) location of service corridors; and
 - (vii) proposed plan to accommodate various construction phases, if required.
- (f) submit to the Commissioner of Works and Emergency Services, for review and acceptance, prior to site plan approval, a site servicing review to determine the stormwater runoff, sanitary flow and water supply demand resulting from this development and demonstrate how this site can be serviced and whether the existing municipal infrastructure is adequate; and

- (g) pay for any improvements to the municipal infrastructure in connection with Recommendation No. 1(f) above, should it be determined that upgrades are required to the infrastructure to support this development, according to the site servicing review accepted by the Commissioner of Works and Emergency Services.
- (2) that the applicant/proponent be advised:
- (a) that creation of new access(es) within the York Street viaduct, will not be permitted; and
 - (b) of the need to make separate applications to the Commissioner of Works and Emergency Services for permits to carry out any works involving construction in, or occupancy of, the abutting public rights-of-way.

Sidewalks/Public Boulevards/Streetscaping:

Separate applications to the Commissioner of Works and Emergency Services will be required for any permits to carry out any works involving construction in, or occupancy of the abutting public right-of-way.

Parking:

The existing parking supply of 203 parking spaces on the site, includes rental car facilities as well as a 60-space “public” parking lot.

The parking study reviewed existing parking supply of the Station, the component of this parking supply which is used for station-related uses, and the estimated parking demand related to potential new uses within the proposed renovation of the historic railway Station. Given that the renovation proposal, including improvements to the pedestrian capacity of the Station, will take place entirely within the existing historic building envelope, it is evident that the renovations of this transportation hub will require the displacement of much of the existing parking supply. The Zoning By-law permits off-site parking as a means of satisfying parking requirements, and to this end, the consultant has provided parking surveys of area public parking facilities which demonstrate a sufficient supply of parking spaces in the area to serve the project. (The studies concluded that there were 1461 spaces available at peak occupancy within 300m of the site, and a total of 2526 parking spaces available at peak occupancy within 450m of the site).

The study suggested that the retail component of the Station is marketed to trip-chaining commuters and other transient traffic passing through the Station (i.e., tourists on-route to other destinations) and is not likely to generate parking demand. We concur with this assessment. The consultants recommended that for the purpose of calculating parking requirements for Union Station, the retail component be considered as ancillary to the Railway Station uses. For information, the parking requirement for Railway Uses is calculated at 1 space/800m² of net floor area. This is acceptable.

The study also recommended, that for the purposes of satisfying the parking requirements of the Zoning By-law, that any off-site parking for any uses in the renovated Station be provided within 450m of the Station, consistent with the provisions for “Railway Stations.” This is also acceptable.

Furthermore, the study recommended that parking within the renovated Union Station be provided in accordance with the prevailing parking requirements for that use, with the exception of retail uses, which, as indicated above, should be considered as “ancillary uses” to the “railway station” use. This is also acceptable.

Based on these recommendations, it is estimated that the recommended by-law ratios and estimated demand for the renovated Station would amount to 134 parking spaces if both the east and west wings are used for office purposes or 133 parking spaces if the west wing is developed as a hotel.

Given that it is apparent that little on-site parking can be retained within the renovated building, the consultant recommends that a parking strategy be submitted prior to or in conjunction with the Site Plan Application for the project, for the review and approval of the Commissioner of Works and Emergency Services, such study to include:

- (i) total parking requirement;
- (ii) proposed location and operation of parking, including car rentals;
- (iii) wayfinding/signage plan; and
- (iv) hotel parking management plan (including valet parking arrangements), if applicable.

Loading:

As far as can be ascertained, application of the current Zoning By-law requirements to the existing uses would yield a loading requirement for three Type B and 2 Type C loading spaces plus and additional 532m² of loading area (the equivalent of about 14 Type B loading spaces) for a total of about 17 Type B plus 2 Type C loading spaces. This contrasts sharply with the surveyed peak loading demand for five loading spaces observed during surveys undertaken by IBI Group (the consultant) on August 20, August 21 and September 17, 2003. It would appear that the existing by-law loading requirement, which was possibly historically based on a railway stations undertaking freight activities, overestimates the “railway station” demand for the current passenger-oriented use of the railway station. Furthermore, the existing By-law provisions do not provide for the shared use of loading “areas” required for the “railway station” with the loading “spaces” for the other uses (i.e., office, retail, hotel) within the building. This is not indicative of the current or proposed uses at the Station, which rely on the shared use of the loading facilities. On the basis of the above, application of the full current By-law standard would provide an oversupply of loading spaces and would be an inappropriate allocation of space within the historic building. The conditions above recommend that the By-law be amended in respect of Union Station to provide for the shared use of “Loading spaces” and “Loading Areas” where dimensionally adequate.

By-law No. 168-93 provides for an as-of-right change of use within the building, provided that loading facilities, including vertical clearances actually provided at the date of passing of the By-law (December 31, 1992) are maintained. As far as can be ascertained, the largest original loading facility at the south end of the building is 240m². Given limited vertical clearance of 3.2m (based on signage), this area can presently only accommodate Type C trucks. The consultant notes that this area is rarely used, and was not used at all during loading surveys. Larger trucks tend to use the existing facilities on the York Street frontage of the site which can accommodate approximately four Type B and one Type C vehicles. In addition, larger trucks utilize informal loading facilities in the driveway on the Bay Street frontage of the site. On the basis of measurements provided by the consultant of the existing loading area, it would appear that the existing By-law would require the retention of 376m² of "loading area" within the building, which, having regard for vertical clearance limitations, would equate to about 12 Type C plus three Type B loading spaces. Again, based on observed use of the loading facilities at Union Station, the requirement to maintain the full complement of largely unused loading facilities would appear to represent an oversupply and would be an inappropriate allocation of space within the building.

The redevelopment of the historic Station provides an opportunity to modernize the loading facilities so that they can safely and adequately service all uses within the building. The City's current preferred design is to renovate the south loading dock to provide access via a link to the existing Air Canada Centre under the rail corridor. This design should ultimately be able to provide adequate vertical clearance for the intended loading facilities. No details on this design have been provided with the subject Rezoning Application.

The consultant has recommended that the proponent submit a Loading Strategy for the review and approval of the Commissioner of Works and Emergency Services, prior to, or in conjunction with the Site Plan Application. The consultant recommended that the strategy include the following elements:

- (i) total required loading supply;
- (ii) a Loading Dock Management Plan;
- (iii) proposed location and operation of loading;
- (iv) proposed changes, if any, to curbside management; and
- (v) proposed plan to accommodate various construction phases, if required.

This loading strategy must also provide for appropriate service corridors. The consultant has noted that "Service corridors must be designated to provide easy access between the loading docks and each section of Union Station..." If properly designed, these corridors will discourage use of the abutting street system for loading purposes.

Furthermore, the strategy should demonstrate the functionality of the loading facility by providing access and vertical clearance information.

The consultant has noted that given the nature of the retail units, which are relatively small, it is unlikely that any of these individual units would require deliveries by tractor trailers (which require Type A loading spaces), notwithstanding that the total proposed aggregate retail floor area would generate a loading requirement for 1 Type A and three Type B loading spaces. For this reason, the consultant has recommended that the retail net floor area be disaggregated for the purpose of calculating loading requirements. We would recommend instead, that in the event that a Type A loading space is required to serve retail uses within the renovated project, the proponent, at its option and having regard to the findings of the "Loading Strategy" report, may substitute a Type G or a Type B loading space for the Type A space.

The consultant estimated that the renovated Union Station would generate a loading requirement for one Type A, three Type B plus two Type C loading spaces. However, this assessment did not properly account for the amount of existing "loading area" which will need to be retained in respect of the railway uses.

The final determination of the number of loading spaces required by the Zoning By-law will be determined by plans examination staff of Urban Development Services when a Site Plan Review Application is submitted. Although it is felt that an appropriately-designed loading facility complete with a loading dock management plan and a functional service corridor system would generate a loading demand for about six spaces including one Type G space, three Type B loading spaces and two Type C loading spaces, we will not be able to assess the adequacy of this proposal until such time as we have reviewed and approved the "Loading Dock Management Plan." In the event that we are satisfied at the Site Plan Review stage that the loading facility will be adequate to service the renovated Station, we would have no objection to an application to the Committee of Adjustment for variances in respect of the facility, in the event that staff of Urban Development Services determine that the facility does not comply with the Zoning By-law.

Access:

The consultant has indicated that the primary access to the loading area will be from the south, under the south edge of the railway embankment. The ultimate access is via a link to the Air Canada Centre ramps off Lake Shore Boulevard West, however, until such time as Block 4 is developed, interim access is permitted under the rail corridor via Bremner Boulevard. No access details have been provided with the subject rezoning application, thus, this issue will be reviewed in detail as part of the Site Plan Application.

It is noted that the creation of a new access from under the York Street viaduct, as shown on some preliminary sketches, is not acceptable.

Access to the on-site parking spaces to be retained will also be evaluated in conjunction with the Site Plan Application.

Traffic Considerations:

The parking strategy involves relocation of car rental facilities as well as general public parking to off-site locations. Given that the estimated parking demand for the renovated facility is less than the existing parking supply, and that most of the parking will be provided off-site, within 450m of the Station, it is not anticipated that the renovation will result in an increase in vehicular traffic.

Similarly, no major increases in loading traffic are anticipated in connection with the renovation. It is anticipated that the loading strategy and revised access from under the rail corridor will improve traffic operations on Front Street West, York Street and Bay Street by reducing on-street loading activity, and by redirecting access to Lake Shore Boulevard West and/or Bremner Boulevard.

Drop-off and pick-up activity related to the relocated car rental agencies as well as the reduction in on-site public parking should be addressed in the loading strategy.

The report recommended changes to the recently approved Front Street Passenger Loading operations with the reallocation of the pick-up and drop off zones for taxis and the various new uses, as well as the elimination of the existing two-car “No Standing Zone” to the east of York Street. These issues would have to be dealt with in a separate report to City Council. For information, it is not likely that the elimination of the “No Standing” zone in close proximity to York Street would be approved.

Solid Waste and Recycling:

Comments related to City refuse and recycling collection will be provided upon receipt of a detailed site plan proposal, with specific project components.

(3) Heritage Preservation Services (December 2, 2003):

Re: Union Station Rezoning Application:

Heritage Preservation Services supports the rezoning application as a requirement of the proposed restoration and revitalization of the Station. The changes to the Zoning Bylaw in themselves will not effect the heritage character of the Station, but instead allow for alterations that will be reviewed by Heritage Preservation Services and Parks Canada. The City of Toronto and Parks Canada entered into a Heritage Easement Agreement in June of 2000 to ensure the protection of the Station Complex.

The City of Toronto is in the process of designating Union Station and will enter into a heritage easement agreement with the head tenant.

Attachment 4
Proposed Zoning By-law Amendment

Authority: Planning and Transportation Committee Report No. , Clause No. ,
As adopted by the City of Toronto Council on , 2001

Enacted by Council

CITY OF TORONTO

BY-LAW No. –2004

To amend By-law No. 168-93, as amended, of the former City of Toronto
with respect to the lands known as 61-71 Front Street West.

WHEREAS the Council of the City of Toronto has proposed an amendment to its zoning by-law pursuant to Section 34 of the *Planning Act*, R.S.O. 1990 c. P. 13, respecting the lands municipally known in the year 2001, as 355 Bremner Boulevard; and

WHEREAS the Council of the City of Toronto conducted a public meeting on , 2004 under Section 34 of the *Planning Act* regarding the Zoning Amendment; and

WHEREAS the Council of the City of Toronto, at its meeting held , 2004 determined to amend By-law No. 168-93, as amended, of the former City of Toronto;

The Council of the City of Toronto HEREBY ENACTS as follows:

1. *Section 7(4)2 of By-law No. 168-93, as amended, is hereby renumbered as Section 7(4)(4) and Section 7(4)1 is hereby deleted and the following substituted:*

- “1. Notwithstanding the provisions of subsection (1), the existing railway station, located on the south side of Front Street, between Bay Street and York Street, may be used for one or more of the uses specified in sub-paragraphs (i), (iii), (iv), (v), (vi), (vii), (viii) and (ix) of Section 6(1)(b), provided the *non-residential gross floor area* of the railway station does not exceed 85,000 square metres;
2. Notwithstanding Section 4(5), for the purpose of calculating the required number of *parking spaces* for all uses permitted in the railway station referred to in Section 7(4)(1), all uses except *hotel* and office uses will be considered *accessory* to the railway station and the *parking spaces* required by this by-law may be provided on the same *lot* as the existing railway station or within 450 metres of such *lot*;
3. For the purpose of calculating the required number of *loading spaces*, no uses permitted in the railway station referred to in Section 7(4)(1) shall be considered *accessory* to the railway station and notwithstanding Section 4(6):

- (1) wherever this by-law would require the provision of a *loading space type-A* in respect of those uses specified in sub-paragraphs (iii) and (iv) of Section 6(1)(b) within the railway station referred to in Section 7(4)1, a *loading space type-B* or a *loading space type G* may be substituted therefor; and
- (2) the total loading area requirement of Tables 4, 7 and 8 may be reduced by the combined total area of the *loading spaces* required by Tables 2, 3, 5 and 6.”

ENACTED AND PASSESED this the day of , A. D. 2004

Mayor

City Clerk

Attachment 5
Conditions for Site Plan Approval

- (1) The applicant/proponent be required to:
 - (a) submit, for the review and approval of the Commissioner of Works and Emergency Services, a “Parking Strategy” in conjunction with, or prior to the submission of a Site Plan Application for the site setting out, among other things:
 - (i) the total parking requirement;
 - (ii) the proposed location and operation of parking, including car rentals;
 - (iii) wayfinding/signage plan; and
 - (iv) hotel parking management plan, if applicable;
 - (b) submit for the review and approval of the Commissioner of Works and Emergency Services, a “Loading Strategy” prior to, or in conjunction with the Site Plan Application for the site, such strategy to include:
 - (i) total required loading supply;
 - (ii) a Loading Dock Management Plan;
 - (iii) proposed location and operation of loading, including access arrangements;
 - (iv) the adequacy of the vertical clearance over the loading facility and access thereto;

- (v) proposed changes, if any, to curbside management;
 - (vi) location of service corridors; and
 - (vii) proposed plan to accommodate various construction phases, if required.
- (c) submit to the Commissioner of Works and Emergency Services, for review and acceptance, prior to site plan approval, a site servicing review to determine the stormwater runoff, sanitary flow and water supply demand resulting from this development and demonstrate how this site can be serviced and whether the existing municipal infrastructure is adequate; and
- (d) pay for any improvements to the municipal infrastructure in connection with Recommendation No. 1(c) above, should it be determined that upgrades are required to the infrastructure to support this development, according to the site servicing review accepted by the Commissioner of Works and Emergency Services.

The Planning and Transportation Committee reports, for the information of Council, having also had before the following communications:

- (i) (April 13, 2004) from Mr. Ken Purvis advising his support for the request of the Toronto South Community Council that an independent review take place regarding the future of Union Station;
- (ii) (April 14, 2004) from Mr. Russell Weiss, advising of his strong support of the decision of the Toronto South Community Council that the City should get independent advice on public objectives for the redevelopment of Union Station;
- (iii) (March 31, 2004) from Mr. Ken Lalonde urging the Toronto South Community Council to retain an independent consultant to draft a master plan on the future of Union Station;
- (iv) (April 5, 2004) from Mr. Clay Mcfayden requesting that no ads are allowed in any historic areas, like the Great Hall or anywhere on the outside of Union Station;
- (v) (April 19, 1004) from Save Union Station Committee advising that the group supports the recommendations of the Toronto South Community Council regarding next steps for Union Station;
- (vi) (April 28, 2004) from Mr. David Garon, Chair, Public Advisory Group on Union Station; and
- (vii) (April 28, 2004) from Mr. David Jeanes (acting) for David Garon (Chair), Union Station Advisory Group.

Mr. Angus Cranston, Senior Planner, East Section, Urban Development Services, gave a presentation to the Planning and Transportation Committee respecting the foregoing matter.

The following persons appeared before the Planning and Transportation Committee in connection with the foregoing matter:

- Ms. Helen Riley;
- Ms. Linda Sheppard, on behalf of Save Union Station Committee; and
- Mr. David Garon and filed a written submission with respect thereto.

The following Members of Council appeared before the Planning and Transportation Committee in connection with the foregoing matter:

- Councillor Pam McConnell, Toronto Centre-Rosedale; and
- Councillor Michael Walker, St. Paul's.

(City Council on May 18, 19 and 20, 2004, had before it, during consideration of the foregoing Clause, the following report (May 6, 2004) from the Commissioner of Urban Development Services:

Purpose:

To respond to the direction given at the Planning and Transportation Committee meeting on April 28, 2004 for the Commissioner of Urban Development Services to meet with the independent taxi associations and the Taxi Advisory Committee and to report to Council on the integration of taxis at Union Station.

Financial Implications and Impact Statement:

There are no financial implications resulting from the adoption of this report.

Recommendations:

It is recommended that this report be received for information.

Background:

At its meeting on April 28, 2004, the Planning and Transportation Committee requested the Commissioner of Urban Development Services to meet with the independent taxi associations and the Taxi Advisory Committee prior to the meeting of City Council scheduled for May 18, 19 and 20, 2004 and to report to Council on the integration of taxis at Union Station.

Comments:

On May 4, 2004, staff from Urban Development Services (including the Director of Licensing) and Works and Emergency Services met with representatives of the taxi organizations (including a representative of the Independent Cab Owners Co-operative). The group reviewed issues pertaining to taxi operations at Union Station and discussed opportunities for the improvement of taxi facilities at the Station. The meeting with the taxi operators was a useful first opportunity to discuss their concerns and potential solutions to the problems that were identified. In particular, concerns were raised about current operations on Front Street and the need to better organize taxi activity. Some of the possible measures suggested for further exploration included the following:

- the location of a permanent taxi stand and/or staging area on Bremner Boulevard and/or the creation of holding areas elsewhere in the area*
- creation of separate drop-off and pick-up areas on Front Street and/or the expansion of taxi stands on Front Street to the east of Bay Street*
- the illumination of taxi stand signage and creation of an illuminated signal system for cabs indicating the arrival of trains*
- improved signage directing private passenger cars to nearby parking facilities*
- in-station announcements/coordination for passengers needing taxis, including the possibility of re-introducing a taxi dispatcher to regulate operations.*

Many of the changes suggested could be undertaken with little cost or significant change to the Station itself. Other changes that may be considered, however, could have significant implications on traffic movement or taxi service in the area. As such, a more thorough review of the ideas raised is warranted. Overall, a number of useful suggestions were made and staff will give serious consideration to finding ways of addressing these concerns.

It should be noted that the policies of the Railway Lands Secondary Plan require that the moats and teamways surrounding Union Station be a strictly pedestrian environment. These policies are also the basis for the binding Precinct Agreements pertaining to land development issues related to the Station. The rationale for this direction was based on the need to create a safe and strictly pedestrian environment in the vicinity of the Station and to meet the projected pedestrian requirements resulting from the expansion of commuter rail service.

Given that taxi operations at the Station also affect other venues in the immediate area, including service to the Royal York Hotel, adjacent office buildings and such attractions as the Air Canada Centre, the resolution of these issues can not be undertaken through a "quick fix". In the longer term, improvement of facilities for taxis and their passengers must also be addressed in the context of any reconstruction of Front Street that may be required for the TTC's Union Station south platform project, as well as the expansion of other facilities within the Station.

Both staff and the taxi representatives made a commitment to continue the discussion and include the taxi operators in ongoing public liaison meetings intended to deal with the Master Plan process and the program for the restoration and development of the Station. This can offer an opportunity to review both short and long terms improvements to taxi service in the vicinity of the Station and will assist in addressing issues that will arise as expansion of train service increases within the next several years.

Conclusions:

City staff were directed by both the Toronto South Community Council and by the Planning and Transportation Committee to continue the public consultation with respect to the draft Master Plan and to report back through the Administration Committee and the Planning and Transportation Committee at the conclusion of this review. Continued input from the taxi industry and the public will assist in guiding revitalization in respect to this issue, as well as the other concerns that need to be addressed in the Master Plan review. Any proposed changes to the regulations governing taxi stands in the vicinity of Union Station would need further consultation with staff from Urban Development Services and Works and Emergency Services, and would need to be in accordance with the findings of the Master Plan.

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