

Consolidated Clause in Administration Committee and Planning and Transportation Committee Report 1, which was considered by City Council on November 30, December 1 and 2, 2004.

1

**Report on the Union Station Draft Master Plan
61 - 71 Front Street West (Toronto Centre-Rosedale - Ward 28)**

City Council on November 30, December 1 and 2, 2004, amended this Clause:

- (1) *by referring Recommendations (B) and (C) of the Joint Committee to the Toronto Transit Commission, GO Transit and VIA Rail for comments to the Planning and Transportation Committee, prior to any decision, and the TTC, GO Transit and VIA Rail be encouraged to have a joint meeting on this matter and to invite the Council representatives on the TEDCO Board and the Chair of the Planning and Transportation Committee to attend the meeting;*
- (2) *by amending Recommendation (E) of the Joint Committee by inserting the word “public”, prior to the word “consultation”, so that the recommendation now reads as follows:*

“(E) the appropriate City officials be requested to report to the appropriate committee should there be any deviation in the future from the Master Plan that places the Master Plan in contravention of the Secondary Plan; and that the necessary public consultation process take place prior to any change in the Master Plan.”;
- (3) *in accordance with the following staff recommendations contained in the Recommendations Section of the supplementary report dated November 26, 2004, from the Commissioner of Urban Development Services:*

“It is recommended that City Council:

- (1) *adopt the draft Master Plan prepared by the independent peer review team, incorporating the revisions set out in Appendix A, attached to this report;*
- (2) *authorize staff to make minor amendments and corrections as necessary to put the Master Plan in final form;*
- (3) *receive the attached submission (Appendix C) from GO Transit, for information; and*
- (4) *authorize and direct the appropriate City Officials to take the necessary action to give effect thereto.”; and*

(4) *by adding the following:*

“That:

- (a) *in view of the \$20 million cost to Toronto per year, over the next 10 years, GO Transit be requested to prioritize the spending of a significant amount of this capital investment in City of Toronto capital priorities including Union Station;*
- (b) *City Council request the Board of Directors of GO Transit to increase the number of escalators and elevators in Union Station, in order to properly access trains and ensure that the shed renovation is completed within a five-year time frame;*
- (c) *the Chief Administrative Officer and the Mayor be requested to report to the Policy and Finance Committee no later than February 2005, on a process involving the TTC, TEDCO, and other appropriate officials, so as to reach a conclusion on how to achieve an Inter-City Bus Terminal that best serves its users in Toronto;*
- (d) *the Commissioner of Urban Development Services, working with the public and the Union Pearson Group, be directed to find ways and means of implementing the bold new initiative contained in the Master Plan, as soon as possible;*
- (e) *the Commissioner of Urban Development Services be requested to:*
 - (i) *report, as soon as possible, to the Budget Advisory Committee and the Planning and Transportation Committee, as part of the 2005 budget process, on a budget, terms of reference and continuing the Master Plan with the urban design study for Union Station and its environs, as set out in the Master Plan document;*
 - (ii) *report to the Planning and Transportation Committee on plans for the integration of taxis into the fabric of Union Station, as previously requested by Council; and*
 - (iii) *report, as soon as possible, to the Planning and Transportation Committee on an urban design study; and*
- (f) *Toronto Heritage staff be requested to report to the Planning and Transportation Committee on a plan that includes public participation;*
- (g) *City officials, in consultation with the Toronto Railway Historical Association, consider locating the rail museum in the empty store area of Union Station on an interim basis and until the beginning of renovations.”*

This Clause, as amended, was adopted by City Council.

Council also considered additional material, which is noted at the end of this Clause.

The Administration Committee and the Planning and Transportation Committee recommend that:

- A. City Council adopt the staff recommendations in the Recommendations Section of the report (October 22, 2004) from the Commissioner of Urban Development Services, subject to amending Recommendation (2) by adding the words “and that all interested stakeholders, including the public, be involved in the development of the strategic framework”, so that Recommendation (2) now reads as follows:**
- “(2) the Commissioner of Urban Development Services be requested to report on a strategic framework to achieve the vision as set out in the Master Plan and that all interested stakeholders, including the public, be involved in the development of the strategic framework.”;**
- B. City Council request the appropriate City officials to report to City Council on:**
- (i) the feasibility of re-locating the Inter-City Bus Terminal, currently located in the Toronto Coach Terminal at Bay Street and Edward Street, within the Union Station precinct and incorporating it with the GO Transit Terminal; and**
- (ii) the financial implications of the above strategy, specifically the expected costs of acquiring the required lands and expected proceeds from sale or lease of the Toronto Coach Terminal;**
- C. the draft Master Plan be amended to include the relocation of the Inter-City Bus Terminal described in Recommendation B above as one of the “Big Moves”, if that is the desire of Toronto City Council to pursue this;**
- D. City Council request the GO Transit Board of Directors to consider the refurbishing of the tracks, platforms and the train shed at Union Station to be a priority so as to enable stairs, escalators and elevators to be installed; and**
- E. the appropriate City officials be requested to report to the appropriate committee should there be any deviation in the future from the Master Plan that places the Master Plan in contravention of the Secondary Plan; and that the necessary consultation process take place prior to any change in the Master Plan.**

Action taken by the Committees:

The Administration Committee and the Planning and Transportation Committee requested:

- A. the Commissioner of Urban Development Services and the Commissioner of Corporate Services to report to Council on November 30, 2004, outlining, if approved, which elements of the Master Plan would be under the purview of Union Pearson Group and which would be the City’s responsibility;**

- B. the Commissioner of Urban Development Services and the Commissioner of Corporate Services, in consultation with the consultants, the Union Station Public Advisory Group, Save Union Station Committee, the Toronto Pedestrian Committee, and other stakeholders, to report to Council on November 30, 2004, on the following changes to the draft Master Plan:
- (1) providing new sheds over the tracks within five years;
 - (2) providing escalators between platforms and concourses;
 - (3) making platforms conform to safety standards;
 - (4) the long term plans for tracks; and
 - (5) keeping the “public” parts of the station in public control; and
- C. the appropriate staff from GO Transit, as necessary, to report to City Council on November 30, 2004, on the issues raised by the deputants in their presentations including: building over the tracks, provision of escalators to the platforms, platform width, public accessibility to all public spaces within the Station, and security.

The Administration Committee and the Planning and Transportation Committee submit the report (October 22, 2004) from the Commissioner of Urban Development Services:

Purpose:

To present a Peer Review and revised Master Plan for Union Station in accordance with the direction of City Council at its meeting on May 18, 19, and 20, 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 Union Station Draft Master Plan accompanying this report as Attachment No. 1; and
- (2) the Commissioner of Urban Development Services be requested to report on a strategic framework to achieve the vision as set out in the Master Plan.

Background:

City Council at its meeting on May 18, 19 and 20, 2004 approved an amendment to By-law 168-93 modifying the permitted density and parking/loading requirements for Union Station. At this meeting, Council requested that an outside consultant be hired to undertake a peer review of the existing and external planning documents and to work with City Planning

staff to create a draft Master Plan. The consultant was also requested to develop a public consultation process which would include the Union Station Public Advisory Group, the Save Union Station Committee and other interested parties and to report back to City Council through a joint meeting of the Administration Committee and the Planning and Transportation Committee.

The document accompanying this report is the requested report on the peer review, the public consultation and includes a proposed Master Plan for Union Station.

Comments:

Union Station is the most important focus of commuter and inter-city rail facilities within the downtown core of the City, as well as being the most important point of interchange to other transportation modes within the City. The Official Plan recognizes the importance of the refurbishment of Union Station and its role of fulfilling the transportation policies for the City. The Station provides the opportunity for interchange between different modes of transit including rail, GO buses and the TTC's bus, LRT and subway facilities as well as the planned air-rail link to Pearson Airport. It is intended that the facilities will expand within the next 20 years to accommodate existing transit operators' growth and that the Station will also need to accommodate additional functions.

The Master Plan for Union Station is a visionary document, defining the policies for the immediate restoration, renovation and long-term development of the existing facility. The document will inform the evolution of the Station allowing it to continue as the most significant mixed-use, multi-modal transportation hub within the City. The Master Plan also provides tools to assist in the evaluation of development proposals for new buildings and required connections within the immediate proximity to the Station.

The attached report, co-ordinated by an interdepartmental team of City staff, is the result of extensive consultation and outreach to various stakeholders having an interest in facilities in and around the station including the Union Station Public Advisory Group, the Save Union Station group and the general public. Two public consultation meetings were widely advertised to offer an opportunity to listen to the concerns of the community at large, including business interests. The proposed Master Plan for Union Station responds to the issues noted in the stakeholder meetings and addresses the concerns of those who attended the various stakeholder sessions.

It is anticipated that this document can be a guide upon which to base decisions and to direct investment in transportation facilities and related development opportunities in the long term. The findings also recommend a variety of broad implementation objectives to ensure a coordinated approach to facilities planning at the local, Provincial and Federal levels to promote improved transportation services and a long-range vision for facilities serving the City and beyond.

The Peer Review

The consultant's review of the Master Plan for Union Station confirms that the principles underpinning the originally proposed Draft Master Plan were found to be strong and valid. The consultant has, however, concluded that these principles needed to be restated and presented in a

more comprehensive format with significant graphic illustrations. The proposed Master Plan consolidates the principles enunciated in the 1991 “Union Station Pedestrian Circulation Plan”, as updated by the 2001 study of the same name, as well as a number of other significant documents noted in the report.

Overview of the Master Plan

The report identifies four “Big Moves”, intended as bold statements to create the overall long-term vision for the Station. The summary of these bold initiatives seeks to clearly articulate the long-term needs related to the redevelopment of the Station and can be summarized under the following headings:

- An Integrated Public Realm
- A Modern Station - Accommodating Change
- Revitalization of Underutilized Spaces
- Maximized Porousness through Extended Pedestrian Connections

The Master Plan of the document identifies three major initiatives, as summarized below:

- Maintaining and Promoting Key Functions: A Multi-Modal Transportation Hub
- Enhancing and Restoring the Station: Heritage Preservation
- A Well Used Inspiring Place: Revitalization

The conclusion of the report sets out an implementation strategy and a series of “next steps”. The report highlights the necessity to create urban design guidelines for certain key areas adjacent to the station, to resolve issues related to improved pedestrian facilities and other transportation functions, as well as the requirement to study issues pertaining to future development opportunities at the Station. Staff needs to consult further with the appropriate stakeholders and report back on these issues.

The main policies are then further defined by six Structuring Principles. These principles are derived from the policies of the Railway Lands East Secondary Plan and are then amplified by Guiding Principles. The implementation objectives concluding each of these sections are set out at the end of each of these sections.

Conclusions:

The Master Plan provides a strong vision for the future of the Station and its environs. This Plan has been built on the principles established in the previously approved 1993 Master Plan adopted by Council and on other relevant studies which have been completed since then. The Plan has now been updated through an extensive Peer Review of these existing studies and in consultation with transportation stakeholders and the general public. The approval of the Master Plan will provide a strong statement of commitment to improving the City’s public transportation infrastructure and ensuring that public needs are provided in a coordinated and timely manner.

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(The Union Station Draft Master Plan (Attachment 1) referred to in this report, was distributed to Members of Council under separate cover and copies are on file in the City Clerk's Office, City Hall).

The Administration Committee and the Planning and Transportation Committee also considered the following communications:

- (October 23, 2004) from Mark Champion;
- (October 29, 2004) from Martin Koob, Toronto Bicycling Network;
- (October 29, 2004) from Nikki Rendle;
- (November 1, 2004) from Lynne Sullivan; and
- (undated) from Jane Becroft, Chair, The Society of Heritage Associates.

Jennifer Keesmaat, Partner, Office for Urbanism, gave a presentation on the Union Station Draft Master Plan.

The following persons appeared before the Administration Committee and the Planning and Transportation Committee:

- Ron Taylor, Project Director, Union Pearson Group (written submission);
- Rhona Swarbrick (written submission);
- Helen Riley (written submission);
- Orin Krivel, obo The Toronto Railway Historical Association (written submission);
- Janice Etter, obo Union Station Revitalization Public Advisory Group (written submission);
- Zev Rosenblum, obo The Bank of Nova Scotia (written submission);
- Linda Sheppard;
- Laura Cooper (written submission);
- Art McIlwain, Gleneden Property Service Corporation (written submission); and
- John Sewell.

The following Members of Council were also present:

- Councillor Raymond Cho;
- Councillor Paula Fletcher; and
- Councillor Pam McConnell.

A recorded vote on the Recommendations by the Administration Committee and the Planning and Transportation Committee was as follows:

Yeas: Councillors: Nunziata, Holyday, Di Giorgio, Watson, Carroll, Davis, Saundercook, Milczyn, Palacio, Walker, Filion and Altobello

Nays: Councillor Ford

Absent: Councillors: Jenkins, Moscoe and Stintz

City Council – November 30, December 1 and 2, 2004

Council also considered the following:

Report (November 26, 2004) from the Commissioner of Urban Development Services:

*Subject: Further Report on the Union Station Draft Master Plan
61-71 Front Street West
Toronto Centre-Rosedale, Ward 28*

Purpose:

This report responds to requests made at a joint meeting of the Administration Committee and the Planning and Transportation Committee and provides City Council with additional information regarding the Draft Union Station Master Plan.

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 draft Master Plan prepared by the independent peer review team, incorporating the revisions set out in Appendix A, attached to this report;*
- (2) authorize staff to make minor amendments and corrections as necessary to put the Master Plan in final form;*
- (3) receive the attached submission (Appendix C) from GO Transit, for information; and*
- (4) authorize and direct the appropriate City Officials to take the necessary action to give effect thereto.*

Background:

A joint meeting of the Administration Committee and the Planning and Transportation Committee was held on November 1, 2004, to consider the draft Master Plan for Union Station prepared by an independent peer review team. At that meeting, the Commissioner of Urban Development Services and the Commissioner of Corporate Services were requested to report directly to Council at its meeting of November 30, December 1 and 2, 2004 in respect to the following:

- A. which elements of the Master Plan, if approved, would be under the purview of the Union Pearson Group and which would be the City's responsibility;*
- B. in consultation with the consultants, the Union Station Revitalization Public Advisory Group, Save Union Station Committee, the Toronto Pedestrian Committee and other stakeholders comment on the following changes to the draft Master Plan:
 - (1) providing new sheds over the tracks within five years*
 - (2) providing escalators between platforms and concourses*
 - (3) making platforms conform to safety standards*
 - (4) the long term plans for the tracks; and*
 - (5) keeping the "public" parts of the station in public control.**
- C. GO Transit was requested to report to City Council on specific issues raised by deputants, including building over the tracks, provision of escalators to the platforms, platform width, public accessibility to all public spaces within the Station and security. GO Transit's comments are appended to this report in Appendix C.*

Comments:

Following further consultations a number of refinements are suggested to improve and strengthen the draft Master Plan for Union Station.

The draft Master Plan is a high level policy document that seeks to bring a great vision for the Station to fruition. The document sets out the key initiatives, structuring and guiding principles and objectives that will ensure the vitality of the Station from now and into the future.

This report from the Commissioner of Urban Development Services in consultation with the Commissioner of Corporate Services responds to the motions of the Joint Committee as follows:

- A. Union Pearson Group versus City responsibilities for elements of the Master Plan*

The Master Agreement with Union Pearson Group (UPG) specifies that UPG is to restore, develop and operate Union Station on behalf of the City, in accordance with the terms of UPG's proposal. As such UPG would step into the City's shoes for all intents and purposes within the

station (including the moats and teamways, but excluding the areas that are owned by GO Transit). The UPG proposal does not include responsibility for elements beyond the perimeter of the station building itself. This would mean that the City would be responsible for the development of a Front Street Plaza, the South Union Plaza, a new south entrance and a northwest PATH connection.

The trainshed, tracks and platforms, including access to those platforms, are all within the GO Transit ownership envelope and are solely GO Transit's responsibility. The provision of the vertical access to the GO platforms is also the responsibility of GO Transit as part of its leased area.

B. Stakeholder Consultation

Further consultations were held by City staff with the assistance of the independent peer review team. This group met with stakeholders as well as with the Union Station Revitalization Public Advisory Group, the Toronto Pedestrian Committee and the Save Union Station Committee. The following represents the conclusions to these meetings and responds to motion B of the joint committee noted above.

1. Provision of a new shed over the tracks within five years

The trainshed, is owned by GO Transit and is covered by a Heritage Easement Agreement with Parks Canada. The trainshed is in need of immediate repair. As part of its Union Station Rail Corridor Infrastructure Improvement Plan (detailed in Section 4 below) GO Transit is already investigating with Parks Canada ways to refurbish and provide additional platform capacity to create an improved passenger environment. This project is expected to spread over at least three years and the cost is currently estimated at \$40 million.

The issues related to improvement of the trainshed have been of keen interest to the members of the public, the Union Station Revitalization Public Advisory Group and in particular to the Save Union Station Committee. This latter group suggested some modified wording to the text of Principle 4.7 on page 87 of the draft Master Plan (see Appendix B).

To provide a greater sense of immediacy, City staff and the independent peer review team agrees that Principle 4.7 of the draft Master Plan (page 87) should be amended to read as follows:

- 4.7 Any opportunity to revitalize the trainshed to improve the Station's ability to effectively implement modernized facilities and expanded regional and inter-city rail capacity should be pursued immediately.*

2. Providing escalators between the platforms and concourses

The draft Master Plan report details the issues related to the provision of escalators for platform access on pages 35 and 36. The independent peer review team recommends that the most appropriate provision of stairs, ramps, escalators and elevators be considered to ensure safety, accessibility and the maintenance of passenger flows while also addressing heritage and building code considerations. While escalators provide a level of convenience over stairs, they

are prone to lengthy shutdown periods for maintenance (particularly in locations that are not fully weather protected such as the trainsheds) and do not provide the same level of passenger flow capacity as stairs.

The question of the provision of escalators versus stairs has eclipsed many of the other significant issues addressed in the draft Master Plan and has been a major focus for criticism of the report. The draft Master Plan does not rule out the potential for introducing escalators to the platforms in the future and supports review of this in the future. Future decisions on escalator feasibility would be based upon passenger capacity needs, safety and operational requirements and changes to technology. This viewpoint is shared by both the City's transportation consultants and the GO Transit Board (see Appendix C).

Principle 2.7 (page 75) of the draft Master Plan should be clarified by amending it to read as follows:

- 2.7 The design of connections, access points and vertical access facilities (including stairs, escalators, elevators), should consider the comfort, safety and visual interest of pedestrians.*

Within the entire building, new clear pedestrian routes are required to permit opportunities for pedestrian movement, and to ensure safe conditions within the building. The Pedestrian Plan shall identify significant flows/demand that will need to be accommodated in appropriately sized facilities. Where possible, escalators or other facilities to provide passenger convenience will be implemented subject to meeting capacity requirements, the constraints of code requirements and the resolution of heritage issues.

3. Making platforms conform to safety standards

GO Transit complies with all federal rail safety regulations with respect to platform facilities. This is evidenced by the current operating certificate issued to GO Transit from Transport Canada.

Throughout the consultation process, staff and the peer review team met with GO Transit to discuss concerns raised by the public about the platform configuration at Union Station. GO Transit has reviewed this issue extensively. This review indicates that to reconfigure the tracks and platforms will require structural changes and will cause operating impacts that GO Transit cannot justify at this point in time.

Ensuring safety throughout the station complex is of paramount importance to the City and the rail operators. Staff and the independent peer review team believe that the draft Master Plan provides ample policy directives to ensure this conclusion. However, for greater clarity Principle 2.1 on page 71, should be amended to add a final sentence related to the platform design as follows:

- 2.1 *Accommodate the most suitable scale, location and configuration of each transportation function to achieve the highest levels of capacity, convenience, comfort and appeal for users.*

Planned improvements to the Station will increase capacity and enhance transit connections into the Station, including the west GO concourse, future air-rail link, inter-city bus terminal, the LRT line and planned expansion of transit within the Waterfront. These improvements should be provided in a safe, cohesive and efficient manner, and minimize conflicts between transportation modes, vehicles, and pedestrians in and around Union Station. The design and operation of platforms will respond to passenger safety and comfort and will conform with all safety standards.

4. *Long term plans for the tracks*

GO Transit owns the rail corridor (including signals and switches) between Strachan Avenue and the Don River, with the exception of the most southerly CN tracks that are used for freight operations. GO initiated the Union Station Rail Corridor Infrastructure Improvement Plan in 2002, to be undertaken between 2002 and 2014. This will improve the tracks and equipment upgrading the corridor's ability to handle the anticipated ridership increases at a cost of over \$600 million.

The program elements include Union Station facilities (improved vertical access to Platforms 4/5, 5/6, 6/7; rehabilitation of the trainshed including roof, structure, lighting and signage; new platform south of the existing trainshed; installation of double loading platforms (for end to end trains)); Rail Corridor Plant (replacement of signal system; optimizing and upgrading of track system; new control office and improved communications system) and train storage (development of the Don Yard to store and maintain up to 14 train sets). It is anticipated that the plans for track and switch improvements within this area will substantially improve the overall reliability of service and eliminate many of the causes for service delays caused by the malfunctioning of outdated equipment.

To ensure that efficient transportation operations are not compromised by any development, the draft Master Plan includes principles and objectives to this effect. However, such development opportunities might also provide an ability to leverage changes to improve the station infrastructure of tracks, platforms, vertical circulation and concourse facilities.

5. *Keeping the "public" parts of the Station in public control*

Union Station is and will continue to be a public building even though managed, on the City's behalf, by a private operator. It will be treated in a similar manner to other City buildings with operating hours and access requirements appropriate to the specific nature of the operations. Through the lease with Union Pearson Group, the City will retain considerable control both as landlord and as a regulating agency.

The draft Master Plan already provides substantial references to the intent to increase the connection and integration of the Station with the surrounding uses. These policies are grouped under Principle 5 "Connected and Integrated" of the draft Master Plan. (page 91).

The issues raised through the consultation process relate primarily to continuing public access to areas of the Station, which are currently publicly accessible such as the West Wing waiting room area, the Great Hall and the concourses.

The Save Union Station Committee have suggested that these areas should be managed in the same manner as public sidewalks and parks and that they be under the control or the management of the City. This could have serious implications in terms of public safety and security within the Station, which, as a major public transportation facility, needs to be able to be controlled more tightly than might be the case in City-owned parks or on public streets. Clearly there are times when the Station will be closed completely to the public for servicing outside of normal operating hours. Maintaining the public security of Union Station is similar to the security and life safety requirements of an airport where the day-to-day operations of the transportation and communications functions cannot be compromised.

The policies enunciated in the draft Master Plan adequately address the issues of public access and define the areas of the station that should remain public and provide for additional access routes. These policies are most specifically identified in Section 3.4 under Principles 2 and 5, which set forth the policies related to "Safe, Efficient and Coherent" and "Connected and Integrated" respectively. As such, no changes to the draft Master Plan are recommended.

C. Response to submission by GO Transit

In a November 24, 2004 letter, GO Transit addresses the issues raised at the joint meeting of the Planning and Transportation and Administration Committees (see Appendix C). GO Transit is supportive of the draft Master Plan noting, that it "strikes a workable balance between the needs of the City and the transportation providers, while addressing public concerns".

GO Transit, however, expresses concern regarding the level of detail devoted to discussion of high level statements contained in the draft Master Plan. For example, the debate over platform widths and provision of escalators is, in GO Transit's opinion inconsistent with the broad vision proposed for Union Station in the draft Master Plan document. Staff and the independent consultants concur and believe that the changes identified in Appendix A strike an appropriate balance.

GO Transit indicates that it is not opposed to a future Union Station redevelopment which might include widened platforms and escalators, however, neither of these elements is critical to the continued efficient and safe operation of its commuter rail service.

The transportation consultant for the independent peer review team has confirmed the GO Transit position as contained in their November 24th letter. It should be noted that GO Transit's position is consistent with the transportation infrastructure policies contained in the City of Toronto Official Plan. The Plan supports the need to maintain the existing transportation system in a state of good repair, the need to make better use of the existing transportation capacity and the need to protect for the incremental expansion of the transit system as demand justifies and funding becomes available.

D. Response to further public consultation and deputants' issues

Staff and the independent peer review team held further consultation meetings with the following groups:

GO Transit – November 9, 2004

Union Station Revitalization Public Advisory Group – November 17, 2004

Toronto Pedestrian Committee – November 17, 2004

Save Union Station Committee – November 19, 2004.

GO Transit provided a specific list of comments respecting the text of the draft Master Plan and suggested a number of relatively minor text modifications to the Plan that would not alter any of the Principles or Objectives. Staff have reviewed these comments and are generally prepared to make minor errata changes as requested.

The Union Station Revitalization Public Advisory Group has been supportive of the draft Master Plan and continues to support the directions and policies identified in the draft Master Plan. They want to ensure that the renovation and restoration of the Station proceeds expeditiously.

The Toronto Pedestrian Committee identified a number of issues pertaining to public access, pedestrian facilities and amenities (e.g. cycling facilities) within the Station. The proposed amendments to the draft Master Plan presented in this report are intended to address their concerns.

The Save Union Station Committee provided staff with a submission outlining a number of changes that the Committee believed should be made. (See Appendix B). These have been commented on above and amendments identified where appropriate.

At the joint meeting of the Administration Committee and the Planning and Transportation Committee it was also recommended that the draft Master Plan be amended to include the relocation of the Inter-City Bus Terminal as one of the “Big Moves”, if that is the desire of the Toronto City Council to pursue this. The motions also requested appropriate City officials to report on issues related to the re-location of the Inter-City Bus Terminal. Until such time as this report has been completed and there is a position of City Council, it would be premature for the draft Master Plan to be altered to include the location of an inter-city bus terminal as one of the “Big Moves” related to Union Station. Principle 1.4 (page 67) of the draft Master Plan does address issues related to this function and recognizes the importance of Union Station truly being a multi-modal hub.

Conclusions:

The Peer Review and draft Master Plan for Union Station has involved a substantial outreach to a broad spectrum of the community while also targeting specific groups and stakeholders having a direct interest in the Station. The draft Master Plan embodies high-level policies responding to the concerns identified by the public and the stakeholders and provides a clear course of action for the future. This report responds to issues raised at the joint meeting of the Administration Committee and the Planning and Transportation Committee. Appendix A recommends a number of refinements to improve and strengthen the draft Master Plan.

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APPENDIX A

In accordance with recommendation No. 1 of this report City staff recommend the following changes to the text of the Master Plan:

1. *Principle 4.7 on page 87 currently reads as follows:*

4.7 Any opportunity to revitalize the trainshed to improve the Station's ability to effectively implement modernized facilities and expanded regional and inter-city rail capacity should be seized.

It is recommended that this be modified to read as follows:

4.7 Any opportunity to revitalize the trainshed to improve the Station's ability to effectively implement modernized facilities and expanded regional and inter-city rail capacity should be pursued immediately.

2. *Principle 2.7 on page 75 currently reads as follows:*

2.7 The design of connections, access points and vertical access facilities should consider the comfort, safety and visual interest of pedestrians.

Within the entire building, new clear pedestrian routes are required to permit opportunities for pedestrian movement, and to ensure safety conditions within the building. The Pedestrian Plan shall identify significant flows/demand that will need to be accommodated in appropriately sized facilities.

A Wayfinding Plan must be developed in consultation with key stakeholders and transportation operators to assist in providing clear and efficient means for the public to move through the building.

It is recommended that this be modified to read as follows:

2.7 The design of connections, access points and vertical access facilities (including stairs, escalators, elevators), should consider the comfort, safety and visual interest of pedestrians.

Within the entire building, new clear pedestrian routes are required to permit opportunities for pedestrian movement, and to ensure safe conditions within the building. The Pedestrian Plan shall identify significant flows/demand that will

need to be accommodated in appropriately sized facilities. Where possible, escalators or other facilities to provide passenger convenience will be implemented subject to meeting capacity requirements, the constraints of code requirements and the resolution of heritage issues.

A Wayfinding Plan must be developed in consultation with key stakeholders and transportation operators to assist in providing clear and efficient means for the public to move through the building.

3. *Principle 2.1 on page 71 currently reads as follows:*

2.1 Accommodate the most suitable scale, location and configuration of each transportation function to achieve the highest levels of capacity, convenience, comfort and appeal for users.

Planned improvements to the Station will increase capacity and enhance transit connections into the Station, including the west GO concourse, future air-rail link, inter-city bus terminal, the LRT line and planned expansion of transit within the Waterfront. These improvements should be provided in a safe, cohesive and efficient manner, and minimize conflicts between transportation modes, vehicles, and pedestrians in and around Union Station.

It is recommended that this be modified to read as follows:

2.1 Accommodate the most suitable scale, location and configuration of each transportation function to achieve the highest levels of capacity, convenience, comfort and appeal for users.

Planned improvements to the Station will increase capacity and enhance transit connections into the Station, including the west GO concourse, future air-rail link, inter-city bus terminal, the LRT line and planned expansion of transit within the Waterfront. These improvements should be provided in a safe, cohesive and efficient manner, and minimize conflicts between transportation modes, vehicles, and pedestrians in and around Union Station. The design and operation of platforms will respond to passenger safety and comfort and will conform with all safety standards.

APPENDIX B

Submission from the Save Union Station Committee:

“The following changes should be made to the Master Plan for Union Station

New Section 1.7

Platforms will be wide enough to provide a feeling of safety and comfort for passengers, and they will meet the current standards used by Amtrak.

New Section 2.9

Escalators will be the method of transporting most individuals between concourses and platforms and other vertical separations of more than two metres.

Revised Section 4.7

A visually appealing restored or new trainshed, which dramatically enhances the commuting experience, will be put in place before 2015.

New Section 4.8

Substantial increases in inter-city train travel and the introduction of mid- and high-speed trains will be encouraged by building, before 2010, tracks and platforms which accommodate these changes.

New Section 5.8

Areas in the Station used by passengers as public routes, connections and spaces will be managed in the same manner as public sidewalks and parks, and will be under the control and management of the City of Toronto.”

APPENDIX C

November 25, 2004

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*Councillor Michael Walker
Chairman
Administration Committee
City of Toronto
100 Queen Street West, B26
Toronto, Ontario M5H 2N2*

*Councillor Gerald Altobello
Chairman of Planning &
Transportation Committee
City of Toronto
100 Queen Street West, B25
Toronto, Ontario M5H 2N2*

*Ms. Ulli Watkiss
City Clerk
City of Toronto
100 Queen Street West
Toronto, ON M5H 2N2*

Dear Councillor Walker, Councillor Altobello and Ms. Watkiss:

Subject: Union Station Master Plan

Thank you for advising GO Transit of the Administration Committee and the Planning Committee request of Monday, November 1, 2004, that GO Transit report on issues associated with the report on the Union Station Master Plan.

We wish to commend City staff and your consultants for the development of a draft Union Station Master Plan which strikes a workable balance between the needs of the City and the transportation providers, while addressing public concerns. The vision and the “Big Moves” contemplated in the document are well laid out and well argued.

We are somewhat surprised, however, at the level of attention and the amount of time being devoted to discussion of elements of the Plan which are quite detailed in nature.

In contrast to the broad vision proposed for a revitalized Union Station, the debate over platform widths and applicability of escalators does not seem to be consistent with creation of a master plan. We believe the language used in the draft Master Plan to address the issue of vertical connections to the platforms is appropriate for this type of planning document.

*“Union Station shall be planned, operated, maintained and approved in a manner that utilizes the most appropriate method of vertical connection (stairs, ramps, escalators and elevators), taking into account heritage considerations, maintenance demands, and the impact on passenger flows, safety, accessibility and connections.”
(p. 75-76 draft Union Station Master Plan)*

GO Transit is not opposed to a future Union Station redevelopment which includes widened platforms and escalators; however, we do not view either as being critical to the continued efficient and safe operation of commuter rail service. In this regard, if the City wishes to fund work at Union Station, in areas under the control of GO Transit and which are not essential for GO’s ongoing safe and efficient operation, GO will consider coordinating the efforts with the City. Our concerns relating to both elements are well documented in the attached report, which was endorsed by the GO Transit Board of Directors in March 2003.

GO Transit’s ongoing commitment to the revitalization of the transportation related components of Union Station is evident in our 10-Year Capital Plan, which identifies over \$600 million for the upgrading or replacement of track, signals, platforms, the trainshed, and improved vertical connections between the platform and concourse levels.

GO Transit looks forward to the opportunity to work with the City and its developer to create a vibrant multi-modal, multi-purpose transportation facility, which will serve as the major gateway to the City of Toronto.

I encourage the continued cooperation and engagement of City and GO staff to achieve this worthwhile, mutual objective that will ultimately benefit the entire Greater Toronto Area.

In conclusion, Gary McNeil, the Managing Director of GO Transit, will endeavour to be on hand at the Council Meeting to respond to any further query that Council may have

*Sincerely,
Gordon J. Chong, DDS
Chairman*

c: G. McNeil, Managing Director

BOARD SUBMISSION

Meeting No. 56

March 14, 2003

Item E-5

TO: Board Members

*FROM: Gary McNeil
Managing Director*

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

Recommendation:

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 trainshed 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 tracks; 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:

- 1. Essentially maintain the current track and platform configuration and add vertical circulation elements (stairs, elevators, escalators) between platforms and the concourses below.*
- 2. Rearrange the tracks and trainshed 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 trainshed, 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 trainshed.

Parks Canada, through a Review of Heritage Zones in 1999, reviewed the heritage resources of the Station and trainshed and concluded that the structural elements, roof and platforms of the trainshed 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 trainshed, 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:

- 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.*
- 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.*

- *An escalator, closed for maintenance, has a significant impact on passenger flows.*
- *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*

Communications:

- (1) (October 28, 2004) from Mario Silva, Member of Parliament for Davenport;*
- (2) a copy of presentation material, submitted by the Office for Urbanism, entitled "Union Station Draft Master Plan".*