



STAFF REPORT ACTION REQUIRED

PLANNING AND CONSULTATION PROCESS FOR SECOND EXITS – CHESTER STATION UPDATE

Date:	September 28, 2015
To:	TTC Board
From:	Chief Executive Officer

Summary

Staff reported to the Board on February 26, 2014 that a Local Working Group (LWG) would be convened for each station in accordance with the planning and consultation process for second exits, starting with Chester Station.

This report recommends the location of the second exit, as endorsed by Chester Station LWG, revisions to future planning consultation processes based on the experience of the Chester Station LWG, and next steps for the planning and consultation process for second exits.

Recommendations

It is recommended that the Board:

1. Approve the location at 29 Chester Avenue (west side of the Toronto Parking Authority (TPA) parking lot) for the Chester Station second exit, as recommended by the Chester Station LWG;
2. Approve changes to the Terms of Reference/framework for the planning and consultation process, originally endorsed by the Board in February 2013;
3. Approve proceeding with the next second exit location selection process, for Donlands and Greenwood stations; and
4. Approve a modified process for the second exits located in more commercial/dense urban environments: College, Dundas, Museum, Summerhill and Dundas West, which will provide for greater flexibility.

Financial Summary

The recommendation of this report does not have any new financial impact and the recommended location is the most cost-effective. The approved TTC Capital Budget includes \$210 million for the second exit program. The budget for Chester Station second exit is approximately \$14 million.

Accessibility/Equity Matters

The construction contract will combine the second exit project with the Easier Access Phase III capital project, which provides accessibility to subway stations. The Easier Access project will make Chester Station accessible from street level to platform level with the installation of elevators, sliding doors, accessible fare gates and signage.

Decision History

At its meeting of February 25, 2013, the TTC Board endorsed the new Second Exit Planning and Consultation Process, including the establishment of an advisory panel of third party experts.

[New Second Exit Planning and Consultation Process February 25, 2013](#)

At a subsequent meeting, on September 25, 2013, staff reported to the Board that an expert advisory panel had been convened and was meeting to develop an evaluation framework that would serve as the guide for local working groups to assess potential locations for second exits.

http://www.ttc.ca/About_the_TTC/Commission_reports_and_information/Commission_meetings/2014/February_24/Reports/Planning_Consultation_Second_Exits_Group.pdf - Feb 24, 2014

TTC held a public meeting on November 19, 2013 to receive public feedback on the third party panel's draft evaluation framework for second exits. On December 19, 2013, the Board endorsed the evaluation framework submitted by the expert advisory panel and directed staff to report back on the next phase of the second exit planning and consultation process as it relates to local working groups.

[Planning and consultation process for new second exits - evaluation framework \(for action\)](#) December 19, 2013

Staff reported to the Board on February 24, 2014 that local working groups would be convened for each station to undergo the new planning process, and presented Terms of Reference for the LWGs (see Appendix B: Local Working Group Terms of Reference).

Issue Background

The second exit program is designed to enhance safety for customers and staff, providing an additional way out of subway stations in the case of an emergency. It is part of the TTC's fire ventilation upgrade project. Some TTC stations currently have only one continuous exit route from the subway platform to street level. In 2002, 14 stations were identified as high priority. To date, four of these second exits have been constructed: Pape; Dufferin; Broadview; and Castle Frank. Woodbine and Wellesley Station are currently under construction. This leaves Chester, College, Donlands, Dundas, Dundas West, Museum, Greenwood and Summerhill stations to be planned.

Effective second exits at TTC stations must:

- Provide a fast way out of the station in the event of an emergency, such as a fire;
- Provide convenience to encourage daily use;
- Provide familiarity in an emergency;
- Have respectful integration into local neighbourhoods;
- Be cost effective; and,
- Limit construction disruption and be in the best interest of TTC riders, local communities and taxpayers.

Part of modernizing the TTC involves a proactive approach to community relations and communications for construction projects, including the planning of second exits at subway stations. Community concerns with past second exit planning at Donlands and Greenwood Stations in 2010 (in which TTC determined a preferred location as opposed to consulting on options) led to an Ombudsman report that was critical of the TTC's process.

After a TTC meeting with the local community on November 27, 2012 and committing to a fresh start on the approach to planning and consultation for Donlands and Greenwood stations second exits, the TTC Board accepted the Ombudsman's recommendations and set up a new and improved process. Chester Station was the first station to undertake the new process.

As approved by the Board on February 25, 2013, the new planning and consultation process will:

- Build trust by establishing a transparent and credible process using third party experts who developed an evaluation framework giving more weight to community interests;
- Deepen understanding of the need for second exits through public education and communications; and
- Broaden engagement to encourage informed dialogue through learning.

The process conducted for Chester Station received positive feedback from the LWG, who recommended it continue for the Donlands and Greenwood station locations.

The process includes three distinct phases:

- Phase 1: Develop a second exit evaluation framework by an expert advisory panel.
- Phase 2: Recommend second exit locations through LWGs with review by expert advisory panel.
- Phase 3: Design of second exit.

This report provides an update on Phase 2 as it applies to Chester Station.

On Wednesday, April 9, 2014, the TTC held a community meeting at Jackman Public School and explained the need for second exits at subway stations, outlined the new planning and consultation process, and issued a call for members of a local working group.

The TTC publicized the meeting on its website, in the April 4 issue of the Metro newspaper, on Twitter, through Councillor Fragedakis' office and via a Canada Post delivery to the neighbourhood surrounding Chester Station.

Members of the Chester LWG were selected by the Expert Advisory Panel on Second Exits and included representatives of the Danforth BIA, Carrot Common (the largest neighbourhood's business), and residents of the local neighbourhood including two residents each from Chester Avenue and Arundel Avenue, and residents from nearby streets Ferrier, Playter, Fulton, Logan, Jackman, Fenwick and Broadview. Councillor Mary Fragedakis was consulted and invited to attend all meetings. The Greektown-on-the-Danforth BIA was invited to join the Local Working Group, but did not attend.

The first meeting was on April 22, 2014. All meetings of the LWG were open to the public, and included time for any members of the public (i.e. those not on the LWG) to ask questions and provide feedback. LWG members submitted their proposed location options for the second exit and the group reconvened on May 13, 2014, to review the options. At that meeting, the number of proposed options was reduced by the LWG from 29 to 15.

TTC staff reviewed these options and, over the summer, compiled the technical information necessary for the working group to complete their evaluations. Refer to the link below for information:

http://www.ttc.ca/PDF/Transit_expansion_PDFs/CHESTER-140929_JPGreduced.pdf

Two further options were dropped when the LWG agreed that they were not feasible because they were too far away from the station platform. Each member of the LWG

filled out and submitted the evaluation framework individually for the remaining 13 options to ensure that everyone's opinion was taken into consideration. The group met five times between September and November, 2014 to review the individual evaluations and arrived at a consensus group ranking of the options. The working group discussed the final top seven options in detail.

The top three options evaluated by the LWG were:

- 29 Chester Avenue
(West end of "Green P" parking lot, opposite main entrance to Chester Station)
- 14 Arundel Avenue
(East end of the same "Green P" parking lot)
- 348 Danforth Avenue
(Carrot Common parking lot)

Based on the Board-approved evaluation framework (with the highest score being the best), the LWG ranked the west end of the Toronto Parking Authority (TPA) "Green P" parking lot at 29 Chester Avenue the best, and it is their consensus of the recommended location, which is the subject of this report.

Comments

The preferred option was evaluated for customer safety and scored best in community impact long term, community impact during construction, and cost effectiveness.

The only category where the preferred location did not score best was in customer convenience, as it will be located across the street from the existing entrance, as opposed to the options that are located farther from the station and were seen as more convenient. However, these other options did not rank well in the other categories.

The location options and the working group's evaluation were presented to the wider community at a public meeting on December 2, 2014. Refer to the link below for information.

http://www.ttc.ca/PDF/Transit_expansion_PDFs/Chester_community-meeting-dec2.pdf

The Expert Advisory Panel on Second Exits reviewed the evaluation process and results and found that the LWG implemented the evaluation process as intended, within the spirit of the evaluation framework.

Community Consultation Meeting – December 2, 2014

At the public meeting on December 2, 2014 TTC staff gave an overview of the process, and LWG representatives presented a summary of the deliberations. Their recommended location in the Green P lot was well received. TTC staff concur that the location put forward and selected by the LWG – 29 Chester Avenue (west end of “Green P” parking lot) is the most appropriate location for the second exit at Chester Station, given the factors considered in the evaluation.

Chester Station Next Steps – Community Engagement

Pending approval of the recommended location, TTC will present a proposed design of the second exit and construction management approach to the community for input. The community input will identify any questions and concerns well before construction in order to effectively complete a design and reduce construction disruption to the greatest degree possible for our neighbours.

The construction plan will be developed during the design phase and will address construction vehicle access, traffic control measures, and mitigation measures for the loss of parking, dust and noise control, hours of work and hoarding requirements. Construction is scheduled to begin in 2017.

The TTC wishes to thank the LWG members for Chester Station for their many hours of dedicated volunteer work to help determine a consensus location for a second exit at their home station.

It is recommended that the Board approve the location at 29 Chester Avenue (west side of the Toronto Parking Authority (TPA) parking lot) for the Chester Station second exit, as recommended by the Chester Station LWG.

Consultation with Toronto Parking Authority and the City

The recommended second exit location will result in the permanent loss of approximately 10 parking spaces from the TPA Car Park #87 at 29 Chester Avenue. TPA has expressed a willingness to cooperate with TTC in releasing the property necessary.

Preliminary conceptual design suggests that approximately 46 TPA spaces will be lost temporarily for an estimated three year construction period. City Transportation staff have recently identified locations for the creation of 16 on-street spaces, leaving a net temporary loss of approximately 30 spaces for which a solution is currently being sought.

The TTC will provide compensation to TPA for the temporary use of the required land within TPA Carpark #87 and the replacement cost of permanently lost spaces on a fair and reasonable basis.

TTC, in consultation with City Real Estate Services, will work with TPA in its search for suitable property to replace any permanently lost spaces potentially as part of a new TPA parking lot. TPA has requested an additional condition of having the replacement property available prior to the start of TTC construction.

TPA has advised that replacement parking will not be sought in any portion of the Logan Avenue Parkette, which had been a concern of Councillor Fragedakis, the LWG, residents, and Toronto Parks, Forestry and Recreation.

The easier access portion of the construction will also require the use of a parking lot west of the Chester Station entrance, which is owned by the City and leased to a local business. This parking lot consists of 18 spaces and is operated by the Carrot Common. The loss of parking during construction and permanent loss after construction has been discussed with the owner of the Carrot Common. The permanent impacts to parking will be determined as the design develops and the Carrot Common will be advised at the earliest opportunity.

In addition to, and in conjunction with, the review with TPA, TTC has met with representatives from related City departments, including City Planning, Parks/Forestry and Recreation, Transportation Services and Economic Development to obtain feedback on the second exit location and planning process. None have expressed concern with the LWG's recommended location, nor have any expressed support for an alternate location.

Recommendations to improve the process

As the first to undergo the process, the Chester LWG was asked to recommend improvements to the planning and consultation process for future second exit projects. TTC staff support the following recommendations:

- Allow LWGs to identify as many locations as they wish at the outset of the consultation. Create a specific step in the process for paring down the options; this step must include a vote by LWG members to reduce the options as was done for Chester to a final seven. Important to have LWG discuss pros and cons and have responsibility to pare down to 5-8 locations for detailed evaluation.
- Maintain the expert panel for verification and oversight of the process to ensure LWGs and TTC adhere to it; and
- TTC staff and LWG must consult with all property owners whose properties are identified in the short-list of options to ensure that any concerns that are raised are addressed in the evaluation of options;
- Invite City staff, agencies/divisions and departments to be available to members of the LWG;
- Introduce wider ranges for the order of magnitude cost estimates prepared for the options being reviewed;

- Review safety component and provide more specific guidance;
- Build more information into the introductory presentation;
- Host an additional workshop to allow the LWG members to get assistance with completing the evaluation framework individually - this will save time in future meetings and assist discussions;
- Use a case example (Chester) and guide new working groups through an evaluation;
- Have a member from the Chester Station LWG at Chester Station attend the meetings of future LWGs to act as a resource and guide for the process;
- Reverse the numbers in the current ranking system, such that “1” will become the top ranked, as opposed to having the highest number indicate the best option;
- Add formulas to the ranking spreadsheet for ease of tallying scores;
- Provide a glossary of definitions;

It is recommended that the Board approve these changes reflected in the current Terms of Reference/Framework for the planning and consultation process, originally endorsed by the Board in February 2013, attached as Appendix A.

Next Locations

Donlands and Greenwood stations are scheduled to be the next to undergo this public consultation process, in parallel, but staggered, to enable the two processes to be managed independently and efficiently.

The Chester LWG members expressed support for continuing the process at Donlands and Greenwood stations.

It is recommended that the Board approve proceeding with the next second exit location selection process, for Donlands and Greenwood stations.

Remaining Locations

College, Dundas, Museum, Summerhill and Dundas West are the remaining stations and are located in dense urban/commercial environments that will require the co-operation of surrounding developments, future developments and other commercial interests. The public consultation process cannot be applied in the same way as in the more residential type neighbourhoods on the Danforth at Chester, Donlands and Greenwood. A more flexible process will be required to determine the best location for the second exits at College, Dundas, Museum, Summerhill and Dundas West, given their mixed land use.

The consultation process will require early consultation with the local City Councillor and more direct early involvement of City Planning and City Real Estate staff to facilitate agreements with developments or commercial interests. The extent of public consultations and presentations will depend on the process of integrating the second exit

with developments and the local Councillor's perspective. TTC staff will report back to the Board as opportunities at these particular stations develop.

It is recommended that the Board approve a modified process for the second exits located in more commercial/dense urban environments: College, Dundas, Museum, Summerhill and Dundas West, which will provide for greater flexibility.

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Attachment: Appendix A

Appendix A

TTC Second Exit Planning & Consultation Process Local Working Group Terms of Reference

The Second Exit Local Working Groups (LWG) shall be established as advisory groups to the Toronto Transit Commission to propose and evaluate location options for new exits at existing subway stations. The local working groups will evaluate street level locations using the evaluation framework developed by the Expert Advisory Panel on Second Exits and approved by the Board at its meeting of December 19, 2013.

1. Role of the Local Working Group

1.1. Mandate

The TTC Board has directed a new Second Exit planning and consultation process, including the establishment of Local Working Groups for each subway station subject to this process.

1.2. Responsibilities

To fulfil its mandate, each local working group will:

- suggest location options for a second exit at street level of the station for which it has been convened;
- evaluate options using the evaluation framework developed by the Expert Advisory Panel on Second Exits;
- recommend the location that ranked highest according to the evaluation framework;
- present their recommendation to the Expert Advisory Panel on Second Exits to review for compliance with the evaluation framework, after which time the recommendation will be presented to the community for feedback.

The conclusions of the local working groups will be presented to the TTC Board.

2. Membership Selection

2.1. Membership shall be comprised of 10-15 Toronto residents representing as many of these groups as possible:

- residents living in the vicinity of the station
- business owners and/or landlords with business interests in the vicinity of the station
- workers employed in the vicinity of the station
- TTC customers who frequently use the station
- representatives of community groups operating in the vicinity of the station
- representatives of agencies and/or institutions operating in the vicinity of the station
- representatives of the local BIA, where one exists

2.2. The membership selection process will begin with a public call for members at a community meeting, and will also be undertaken with membership solicitation through

the TTC's website and/or advertisements placed by the TTC, among other potential avenues.

- 2.3. For appointments to a local working group, applications shall be reviewed and evaluated by the Expert Advisory Panel on Second Exits.
- 2.4. Appointment to a local working group requires a brief written submission on why the applicant wants to participate on the local working group, and which category of 2.1 above s/he belongs to.
- 2.5. Upon appointment to the local working group, the member agrees to adhere to the policies and regulations of the TTC and to these Terms of Reference and meeting procedures of the group. The member is also expected to commit to the time and work requirements to be a member of the group.
- 2.6. Members shall be appointed for the period that extends from the time of appointment to the decision by the TTC Board on the location of the second exit for the station under consideration.
- 2.7. It is expected that members attend every meeting of the local working group.

3. Meetings

3.1. Schedule

Each local working group will provide a recommendation to the Expert Advisory Panel within three months of the first local working group meeting. It is recommended that the groups meet between three and six times during this period.

It is expected that members will complete some work outside of meetings in order to facilitate the process within the time allocated. The TTC will set up an online forum for this work.

3.2. Open Meetings

Meetings shall be open for the public to attend. Members of the public may ask questions during an allotted question period but may not vote on any local working group matters, including the selection and evaluation of location options.

3.3. Decision-making

It is expected that groups will generally arrive at decisions by consensus. However, should a decision require a vote, each member will have an equal vote.

4. Resources

- 4.1. The local working group will be provided with the following support to help carry out their work:
 - Facilitator for meetings
 - TTC project team
 - Representation from Expert Advisory Panel on Second Exits
 - Administrative support for minutes and notices.