

TORONTO TRANSIT COMMISSION REPORT NO.

MEETING DATE: September 18, 2008

SUBJECT: ROSEDALE STATION – BUDD SUGARMAN PARK

ACTION ITEM

RECOMMENDATIONS

It is recommended that:

1. If the Commission wishes to implement the direction given by the TTC Property Committee, then it should:
 - a. approve the proposal brought forward by City of Toronto, Parks, Forestry & Recreation and the Toronto Office of Partnerships in a letter to the TTC Chief General Manager, dated January 18, 2008 (see Attachment 1), to reconfigure the existing Budd Sugarman Park to occupy a portion of the TTC lands now used for the bus loop at Rosedale Station; and
 - b. authorize staff to execute the appropriate documentation with the City departments to give effect to this proposal;
2. The Commission's approval be conditional upon the TTC being provided with a written agreement, satisfactory to the TTC, specifying that it will be compensated for:
 - a. 100% of the TTC's capital costs required for all physical changes to Rosedale Station associated with the proposal, which are currently estimated to be \$1.7 million (2008 dollars), subject to refinement; and
 - b. 100% of the TTC's additional operating costs required for the change in bus looping at the station, which are estimated at \$175,000 per year, or a present value lump sum of \$3 million;
3. The Commission note the issues identified by staff as set out in Attachment 2.

FUNDING

The expansion of the Budd Sugarman Park is to be undertaken at no cost to the TTC with 100% of all associated capital and operating costs to come from a source outside of the TTC. These costs are estimated to be \$1.7 million (2008 dollars) in capital, and \$175,000 (2008 dollars) in operating costs per year, with a present value of \$3 million.

BACKGROUND

In a letter dated January 18, 2008, from Brenda Librecz, General Manager – Parks, Forestry & Recreation, in conjunction with Phyllis Berck, Director – Toronto Office of Partnerships, the TTC was requested to review a proposal to reconfigure the bus loop on the Rosedale Station lands to accommodate the expansion of Budd Sugarman Park. This request arose from an offer from the Budd Sugarman Estate to provide a generous contribution of funds for the improvement and expansion of Budd Sugarman Park.

At its meeting of February 25, 2008, the TTC Property Committee had before it the above proposal and requested that staff report back with respect to the operating and financial impacts of the proposal. The Property Committee received the requested staff report, dated June 10, 2008, at its meeting on July 23, 2008, and directed that the expansion of the park should proceed provided that the TTC not incur any capital or ongoing increased operating costs, Attachment 2. The committee further indicated that staff should bring this matter to the Commission for approval.

DISCUSSION

Under the direction of the Property Committee, TTC staff reviewed the proposal from an operating and construction perspective. Staff's detailed response is set out in a memorandum from Mitch Stambler (Manager – Service Planning) dated June 10, 2008, Attachment 2.

Staff do not support the proposal because it would:

- result in an overall worsening of service quality;
- result in more time-consuming looping through unpredictable traffic conditions and, therefore, increase operating costs;

The proposal submitted contemplates the replacement of the existing TTC bus loop with a north/south bus driveway through Rosedale Station from Crescent Road to Aylmer Avenue. This configuration would require that buses loop partially on-street, instead of entirely off-street, as they do now. Both clockwise and counter-clockwise looping options were considered from an operating perspective, and the financial impacts associated with the construction costs to reconfigure the loop were also assessed. The preferred option to accommodate the park expansion would involve a clockwise looping through the station via Crescent Road, Aylmer Avenue, and Yonge Street back to Crescent Road (see sketch in Attachment 2). Up to three minutes of additional running time would be needed to complete this on-street looping, and approximately 575 customer-trips per day on the 82 ROSEDALE route would have their trip extended by this additional time. All users of the route would be affected by the reduced reliability of service which would result from buses having to operate in congested traffic on Aylmer Avenue and Yonge Street.

From a future development perspective, the establishment of a park adjacent to

Rosedale Station would effectively and permanently preclude that property from any future transit-oriented development, contrary to current municipal and provincial planning policies. Although development of this site is recognized to be controversial, future options should be kept open for such a prime, publicly-owned site. In the meantime, the area is already landscaped and greened, while still being functional for buses.

Preliminary order of magnitude capital costs to reconfigure the existing bus loop are estimated at approximately \$1.7 million (2008 dollars) in addition to increased operating costs of approximately \$175,000 per year, which represent resources that could provide transit benefits if invested elsewhere in the system.

JUSTIFICATION

If the Commission wishes to implement the direction of the TTC Property Committee on this matter, then the proposal should be implemented only if the TTC is compensated for all associated capital and operating costs, as supported by the Property Committee.

September 11, 2008
22-11-5
Attachments 1 – 2



Parks, Forestry & Recreation

Toronto City Hall, 8th Floor, East Tower
100 Dundas Street West
Toronto, Ontario M5H 2N2

January 18, 2008

Mr. Gary Webster
Chief General Manager
Toronto Transit Commission
1900 Yonge Street
Toronto, ON M4S 1Z2

Dear Mr. Webster:

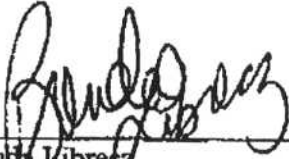
A couple of community initiatives are converging with respect to the Rosedale Subway Station site and Budd Sugarman Park. The community has long advocated a reconfiguration of the open space adjacent to Rosedale Subway Station, fronting along Yonge Street, to enhance the recreational use and civic appearance of both properties. Most recently, the Budd Sugarman Estate, has proposed a generous contribution of funds for the improvement of Budd Sugarman Park, adjacent to the Rosedale Subway Station. PFR in collaboration with the Toronto Office of Partnerships view the integration of these initiatives as an exciting city building opportunity.

Making this opportunity become a reality is dependent on the TTC's willing participation in this creative exercise. The open space reconfiguration concept is presented in the attached design sketch prepared by Du Toit, Allsopp, Hillier and Associates (DTAH), in consultation with members of the community. An aerial map is also enclosed for reference to existing conditions. Very simply, the design suggests the elimination of the present bus loop, converting it to a bus lane that runs north-south along the west face of the station, with access from Crescent Road to Aylmer Avenue, in order to achieve a contiguous public open space along Yonge Street. The concept has great merit in promoting recreational, cultural, and heritage programs and activities, linking neighbourhoods and open spaces.

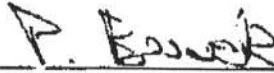
We would like the TTC to come on board and participate in further investigation in the feasibility of this concept, and to work collaboratively with staff from our divisions to assess the potential values and impacts inherent in the scheme. The donation of funds presents a great opportunity to phase improvements of the concept, and also potentially leverage additional funds through partnership, privately and publicly. The donation also requires us to act quickly in our investigation, however, demonstrating that the City is responsive to philanthropic efforts.

We would very much like the opportunity to meet with you to discuss this proposal in greater detail.

Yours truly,



Brenda Librett
General Manager
Parks, Forestry & Recreation



Phyllis Berck
Director
Toronto Office of Partnerships

C: Councillor Adam Giambrone ✓
Councillor Kyle Rae /

TORONTO TRANSIT COMMISSION

TO Rick Cornacchia
FROM Mitch Stambler
DATE June 10, 2008
SUBJECT Rosedale Station Budd Sugarman Park Proposal

This is in response to the Property Committee's directive, from its meeting on February 25, 2008, to report back on the proposal to remove the existing bus loop at Rosedale Station to facilitate expansion of the adjacent park.

Our conclusion is that the proposal to expand Budd Sugarman Park should be rejected because it would:

- result in an overall worsening of service quality;
- result in more time-consuming looping through unpredictable traffic conditions and, therefore, increase operating costs;
- require the expenditure of significant capital costs, estimated to be approximately \$1.7 million (\$2009), none of which would provide any benefits at all; and
- sterilize the TTC's land from future development potential, which is contrary to the TTC's development aspirations at rapid transit stations, and to the City's Official Plan policies which direct intensification adjacent to existing rapid transit stations.

The original proposal submitted included replacing the existing bus loop with a through, north-south bus driveway. We also looked at other bus looping options that could provide varying degrees of advantage to the park, such as moving the bus loop elsewhere on the site and bridging the bus driveway over the subway tracks to a new exit onto Crescent Road. However, both of these alternatives were more costly, -- one of them much-more costly -- more complex, and offered no significant benefits compared to the original, "straight-through" driveway proposal and, so, these options were not considered in detail. The comments that follow pertain to the original proposal for a through, north-south bus driveway (see attached sketch).

Future Development of Rosedale Station Lands

The establishment of a park adjacent to Rosedale Station would effectively and permanently sterilize that property from any future development. This would conflict with both the TTC's and the City's policies of seeking and promoting development and intensification of land adjacent to rapid transit stations. Toronto's Official Plan states that, "Growth will be

directed to...concentrate jobs and people in areas well served by surface transit and rapid transit stations;..." (Sec. 2.2, Policy 2, pg. 12-13). In addition, the provincial *Places to Grow, Growth Plan for the Greater Golden Horseshoe (2006)* contains policies to "...promote transit-supportive densities and a healthy mix of residential and employment land uses..." (Sec. 1.1, pg. 8) directed towards "Major transit station areas [which will be] planned to achieve a) increased residential and employment densities that support and ensure the viability of existing and planned transit service levels..." (Sec. 2.2.5, pg. 17). A public park located immediately adjacent to an already under-utilized subway station would offer no benefits to the TTC or its customers, could in no way be considered "transit-oriented development" and is, therefore, an inappropriate land use for this location.

It is recognised that development on the Rosedale Station lands has been controversial in the past and, as a result, TTC has abandoned plans to propose redevelopment at this time. However, removing forever the option to have development on this site, which fronts onto Toronto's most-major arterial road and is immediately adjacent to an under-utilized rapid transit station, would be imprudent from both a corporate and city-building perspective. Good, long-term planning means keeping future options open for prime, publicly-owned lands such as the Rosedale Station lands. The TTC should vigorously resist any proposal that has the potential to forever preclude a desirable, transit-supportive development at this location.

Bus Operations - On-Street Loops

The property occupied by the bus loop is currently used by the 82 ROSEDALE bus to enter and exit Rosedale Station on an exclusive, bus-only looping that is completely protected from traffic congestion and delays on adjacent streets. The park proposal would remove this loop and replace it with either a clockwise or counter-clockwise on-street loop in mixed traffic, which is contrary to the TTC's city-wide initiatives to extricate TTC bus and streetcar operations from mixed traffic wherever possible.

A counter-clockwise on-street routing would involve a west-to-south left-turn from Crescent Road to Yonge Street, a south-to-east left-turn from Yonge Street to Aylmer Avenue, and an east-to-north left-turn from Aylmer into the station. This routing would add three or more minutes of running time to the route, and would result in a less-reliable bus service, owing to the need to make two additional left-turns, the regular presence of congestion and/or gridlock on Aylmer Avenue and Yonge Street, and the requirement for buses to have to wait for a break in traffic to enter the station from Aylmer Avenue. In addition to new left-turn delays at the two signalised intersections, buses would be delayed at the new driveway entrance on Aylmer Avenue, because westbound traffic queues on Aylmer Avenue frequently extend past where the new bus driveway would be, which would make it difficult for buses to turn into the station. In addition to the amount of delay, the variability of these traffic-related delays would be of greatest concern because of its negative impact on the overall reliability of the bus service.

The counter-clockwise option is also circuitous and would take customers past the subway station (their destination), keeping them on the bus around the block, only to end up back where they just were. This is not customer-focussed service. Alternatively, an arrangement whereby customers were to alight in front of the subway station would require establishing a westbound bus stop on Crescent Road, and for customers to jaywalk across Crescent Road to get to the subway station on the south side. Apart from the obvious safety factor, this would remove the existing weather-protected, transaction-free transfer now enjoyed by customers at this station.

A clockwise on-street loop has also been reviewed and is illustrated in the attached sketch. This routing would involve buses making the same west-to-south left-turn into the station from Crescent Road that they do today. However, with the removal of the loop, they would serve a new passenger platform on the west side of the driveway, requiring that bus customers cross the bus driveway to get to and from the subway station. A marked crosswalk across the bus driveway would be required to ensure pedestrian safety. Buses would then exit the station via a southward extension of the driveway to Aylmer Avenue. Due to the long traffic queues on Aylmer Avenue at Yonge Street, delays to buses trying to make the south-to-west right-turn out of the station would occur, and would have to be mitigated by widening Aylmer Avenue to provide a bus queue jump lane (see attached sketch). Buses would then make the west-to-north right-turn onto Yonge Street followed by the north-to-east right-turn to Crescent Road and back to their current routing. Up to three minutes of additional running time would be needed to complete this on-street looping.

In both cases, approximately 575 customer-trips per day would have their trip extended by the additional time required to travel around the block, either approaching or leaving the station, and all users of the route would be affected by the reduced reliability of service which would result from buses having to operate in congested traffic on Aylmer Avenue and Yonge Street.

Costs

Existing service on 82 ROSEDALE is provided during most time periods by one bus every 20 minutes. If the looping were altered so that an additional 3-5 minutes of running time were required, then in order to comply with the Ridership Growth Strategy minimum service level of 20'00", which comes into effect this fall, a second bus would have to be added during the peak periods and midday, Monday to Friday. The operating cost of this service addition would be approximately \$175,000 per year.


Assuming a clockwise looping (see attached sketch), the associated physical changes to the station would include removal of the existing bus loop, extension of the bus driveway, installation of a new passenger loading platform and shelter, and construction of a new bus queue jump lane on Aylmer Avenue. Preliminary capital costs for this work are estimated at approximately \$1.7 million (\$2009), but would be subject to refinement should this work proceed.

Recommendation

It is recommended that the Budd Sugarman Park expansion proposal be rejected because it would negatively affect TTC customers and bus operations at Rosedale Station, it would require significant capital expenditure while providing no transit benefits, and it would eliminate any long-term potential for development of the TTC's lands, which is contrary to the provincial, municipal, and TTC planning objective of focussing and encouraging development at rapid transit stations.

ORIGINAL SIGNED BY
MITCH STAMBLER

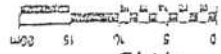
Manager -- Service Planning

11-31-53 

Attachment: Sketch of Revised Clockwise Bus Loop at Rosedale Station

Copy: Gary Webster
Domenic Garisto
Susan Reed Tanaka
Mary-Ann George

Filename: P:\Service Planning\Ops Planning\MAG\Strn Design and Ops\Rosedale Stn Property Committee Rpt Jun08.doc



NTS

REVISIED CLOCKWISE
BEST LOOK AT
ROSEDALE STATION

ROSEDALE RAVINE

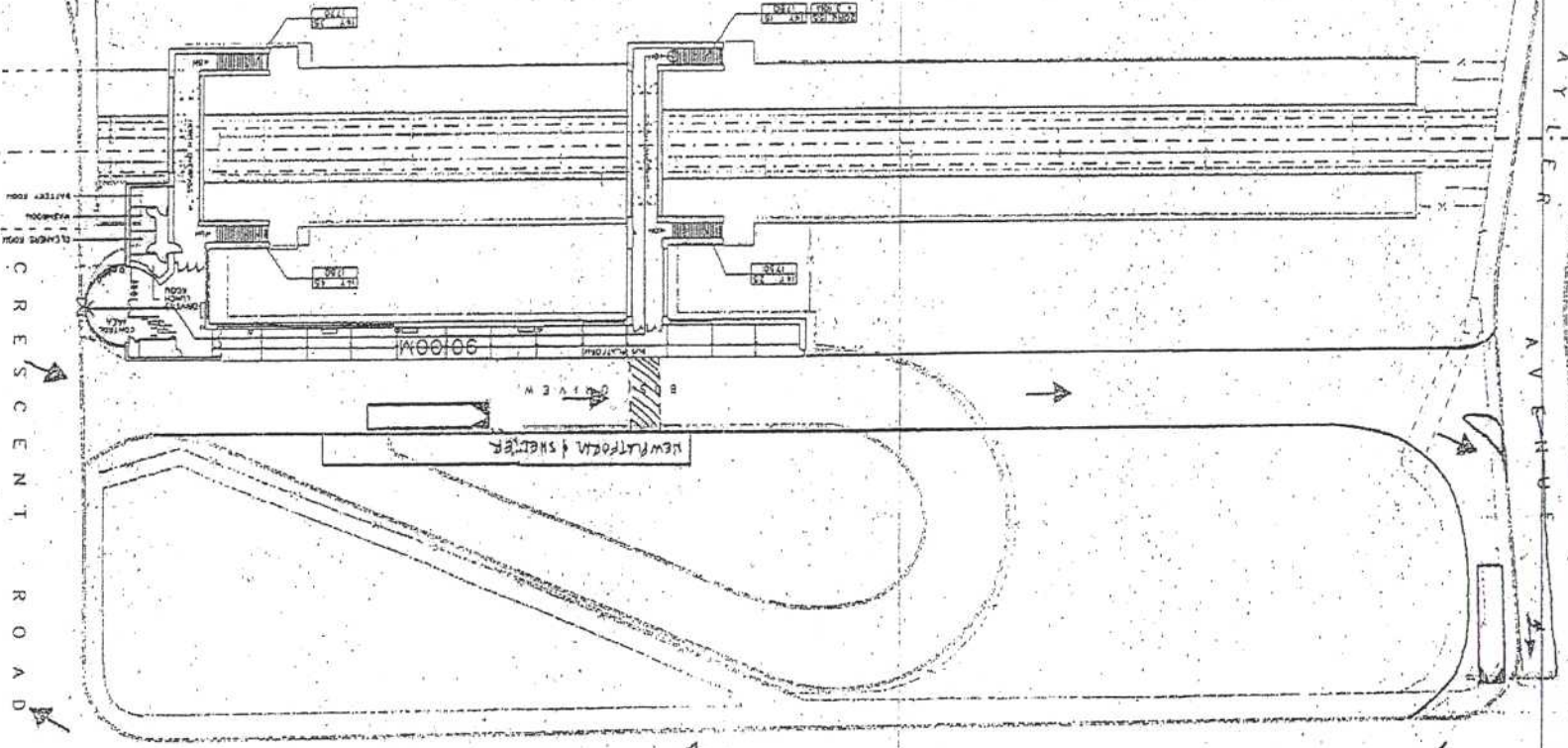
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DOUBLED UP PLANS WITH REVISIONS

C R E S C E N T R O A D

A Y L E N A V E N U E

S T R E E T



Estimate/Quantity Worksheet

Contract: ROSEDALE STATION BUS LOOP & PARKETTE MODIFICATION		Estimated by : E&C	Date : 2008-04-30 Print : 2008-07-23 09:14
<u>OME COST SUMMARY</u>		Checked by :	Date :

Item	Description - Locations	Dimensions				Qty	Unit	Rate	Amount
		No.	L	W	H				
	TOTAL SITE AREA ELEMENTS								2009\$
	Existing loop to be replaced with new parkette					730	m2		
	Existing parkette to be replaced with bus way					700	m2		
	Concrete bus way to remain					400	m2		
	Re-grade & re-build portion of existing bus driveway					320	m2		
	Walkway to remain on site					250	m2		
	Parkette to remain on site					2,680	m2		
	Proposed shelter on existing parkette					320	m2		
	TOTAL					5,400	m2		
1	NEW BUS DRIVEWAY, LIGHTING, DRAINAGE & SIGNAL MODS								\$630,000
2	NEW PARKETTE & LANDSCAPING								\$160,000
3	REGRADE & REBUILD PORTION OF EXISTING BUS DRIVEWAY								\$180,000
4	NEW BUS SHELTER STRUCTURE, SIGNAGE & ELECTRICAL								\$500,000
5	CONTRACTOR'S GENERAL REQUIREMENTS, CONTROLS & STAGING								\$230,000
	TOTAL ESTIMATED COST IN 2009\$								\$1,700,000
	Notes								
	OME includes allowances for escalation to 2009, change orders, engineering & management, contingency.								
	OME is based on marked-up drawing as "Scheme 1 ", site photos & verbal instructions.								
	Excludes CCTV & PA systems.								
	Excludes impacted soil removal/disposal.								
	Estimate is based on normal work hours, non-winter conditions.								

