

TORONTO TRANSIT COMMISSION REPORT NO.

MEETING DATE: February 25, 2013

SUBJECT: THE NEW SECOND EXIT PLANNING AND
CONSULTATION PROCESS

ACTION ITEM

RECOMMENDATION

It is recommended that the Commission:

1. endorse the Second Exit Planning and Consultation Program as described in this report and direct staff to initiate the program;
2. direct staff to report back on the Evaluation Framework to be developed by the third party expert panel; and
3. direct staff to report back on the results of the consultation and planning at each of the eight stations in the second exit program.

FUNDING

Funding for the Second Exit Planning and Consultation Program is included in the Fire Ventilation Upgrade Project in the TTC's 2013-2022 Capital Budget approved by Toronto City Council in January 2013.

BACKGROUND

At its meeting on December 19 2012, the Commission received a presentation by Ms. Fiona Crean, Ombudsman for the City of Toronto on her report entitled *"Tunnel Vision: An Investigation into the Toronto Transit Commission Second Exit Project at Donlands and Greenwood Stations"*. The Commission also received a report and presentation *"Modernizing the TTC – A new Approach to Communications, Community Relations and Property Coordination for Construction projects"*

The Commission referred the following recommendations regarding the Donlands Station Second Exit project to the Chief Executive Officer for report back to the February 2013 Commission meeting:

1. That the project budget be suspended until an appropriate solution has been reached;
2. That a project mandate be introduced that articulates the need for a balance of engineering and community needs;

3. That a revised process receive oversight by a third party with the appropriate engineering, urban design and community-issue expertise; and
4. That any decision about a location of a second exit be brought back to the Commission before it is finalized.

DISCUSSION

Following the release of the Ombudsman's Report "*Tunnel Vision: An Investigation into the Toronto Transit Commission Second Exit Project at Donlands and Greenwood Stations*" to Toronto City Council at its meeting on October 30 and November 1, 2012, TTC arranged for a community meeting to provide an update for the communities in the vicinity of Donlands and Greenwood Stations on the status of the second exit projects.

On November 27, 2012, CEO Andy Byford sent a letter to the communities (attached) informing them that the TTC was deferring the construction of the Donlands Second Exit project for two years and that the Greenwood Station Second Exit construction would begin in 2017. On December 3, 2012 TTC held a community meeting regarding the Donlands and Greenwood Station Second Exits. About 120 people attended the community meeting. CEO Andy Byford provided introductory remarks and a presentation was provided by Anna Pace, Head of Strategic Partnerships followed by a question and answer session.

At the community meeting and the follow-up, TTC committed to a fresh start on the approach to planning and consultation for both the Donlands and Greenwood Stations Second Exit projects.

In January 2013, Toronto City Council approved the TTC 2013-2023 Capital budget as amended with funding for the construction of the Donlands Station second exit deferred to 2015.

In consideration of the Ombudsman's report findings and the direction from the Commission regarding Donlands Station, staff reviewed the planning for all of the second projects. Of the 14 stations identified as high priority for second exits in 2002:

- Two are completed (Castle Frank and Broadview);
- Two are under construction (Pape and Dufferin);
- Two are planned for construction in 2013 (Wellesley and Woodbine); and
- Eight are yet to be planned (Donlands, Greenwood, Chester, College, Museum, Summerhill, Dundas and Dundas West).

TTC has developed a new approach to the planning and community consultation for the second exit program, including Donlands and Greenwood Stations, as well as the remaining

stations that require second exits. It was recognized that the previous planning for second exits failed in providing an awareness of the problem that the second exits was to resolve. The new process involves taking a step back to review and adjust the criteria and evaluation framework, provide for meaningful public input and include public education. It must also rebuild trust and confidence in the TTC.

The Second Exit Planning and Consultation Process

The new Second Exit Planning and Consultation Program is designed to:

- Build Trust by establishing a transparent and credible process using third party experts.
- Deepen understanding of the need by using public education and communications.
- Broaden engagement to encourage informed dialogue through learning.

The Program is phased starting with an objective development of the criteria and evaluation followed by the application of the evaluation framework on a site by site basis.

Phase 1 – Development of the Evaluation Framework

The development of an evaluation framework by third party experts, with input from the public, will provide an objective approach for planning second exits and educating the public through the process. In Phase 1:

1. A third-party expert panel will be established to develop the evaluation criteria and weighting.
 - The Second Exit panel will consist of 3-5 members with expertise in community safety, urban design, architecture, urban affairs and transit station design.
2. A public education program about the need and value of the second exits and the technical requirements for their design will be implemented.
 - One of the failings of the previous planning process was that the need and rationale for the second exits was not adequately communicated to the public, resulting in a very low level of awareness.
3. The public will be invited to review and comment on the evaluation criteria and weighting recommendations.

At the end of Phase 1, anticipated for fall of 2013, a report will be submitted requesting that the Commission endorse the Second Exit Evaluation Framework and proceeding to Phase 2.

Phase 2- Planning Second Exit Locations at Stations

1. For each of the eight stations, a participatory community design process will be launched and local working groups will be established.
2. The community working groups will be provided with the Evaluation Framework and will develop second exit location options.
3. The options will be evaluated based on the framework developed by the expert panel
 - TTC will provide design consultants for each station to provide information as required.
4. The process will conclude with a recommendation on the location for the second exit with the goal of reaching a decision that is a consensus of the community and TTC staff.
5. The recommendation for each station will be reviewed by the Second Exit Expert Panel for acceptance that it is consistent with the Evaluation Framework.

For each station, the second exit location recommendations will be provided to the Commission, with a summary of the consultation process, for approval and direction to proceed with design and acquisition of property as appropriate.

Phase 3 – Design of Second Exits

As the design of the second exits proceeds the community will be consulted on the architecture, urban design and landscaping.

Throughout the process, communications will be provided to the public regarding the opportunities for involvement as well as the outcome, reporting and decisions as a result of the process.

New Planning Requirements

In 2012 the City of Toronto adopted a new Site Plan Bylaw that will likely require that new second exits be subject to site plan review by the City. The City of Toronto is also proceeding with a new Harmonized Zoning Bylaw that is expected to be considered by City Council in May 2013. The new Zoning Bylaw may impose new zoning standards for second exits.

The Second Exit Planning and Consultation Program will address these new planning requirements and will provide the public consultation necessary to support these processes.

Certainty for Communities

The Second Exit planning and consultation process will involve a significant change in the TTC's project management approach. Generally the TTC initiates the planning and design of new facilities, such as second exits, once the full project funding is available and a construction start date has been set. If additional property is required, it is acquired as close to the construction start date as possible.

At the community meeting held in December 2012 for the Donlands and Greenwood Stations, one of the concerns expressed by residents and other interested parties was that the uncertainty about the location of the future second exit puts a shadow over many properties that could be considered. In other words, until a final decision is made on the location of a second exit, all properties in close proximity to the stations could be considered.

This new approach involves planning the location of the second exits for all the stations in the next 2 years, acquiring the necessary properties at the end of the process accompanied by broad communication about the plans at each station. The actual construction of the second exits is dependent on the TTC Capital budget and funding availability. In some cases the planning for the second exit and acquisition of property may occur several years in advance of the actual construction start. However, the locations will be known, lifting the shadow from other properties near the station.

Involvement of the Local Councillor

Consistent with the new TTC Councillor Relations Policy, local Councillors will be involved and kept informed throughout the Second Exit Design and Consultation process. At each step in the process they will be invited to participate and informed of the results.

CONCLUSION

The new Second Exit Planning and Consultation Program is informed by the new TTC Good Neighbour Policy for Construction Projects and Community Relations Management Plan and will provide a comprehensive, transparent, fair and equitable approach that addresses the interests of stakeholders - local communities, TTC customers and taxpayers. It provides an opportunity for the TTC to regain trust and confidence by the public, while making improvements to modernize and increase safety across the transit system. It also provides for the Commission to provide oversight and approvals at key points throughout the process.

February 25, 2013
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Attachment: CEO Letter of November 27, 2012

TORONTO TRANSIT COMMISSION



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November 27, 2012

Donlands and Greenwood Station: Urgent Project Update

Dear community member,

After extensive consultation with local residents, businesses and stakeholders, the TTC has made two important decisions:

1. **Improvements at Donlands station will be deferred for two years to allow for the Environmental Assessment for the proposed Downtown Relief Line to be completed and to enable evaluation of any implications for Donlands Station to be evaluated.**
2. **Second exit construction at Greenwood station will now begin in 2017. Construction will be coordinated with the installation of the elevator to minimize the impact on our customers.**

I hope you can join me at the community meeting on December 3 to discuss these projects and how these changes might impact the community.

Where: Wilkinson Junior Public School gymnasium, 53 Donlands Avenue

When: Monday, December 3, 6:30pm – 8:30pm

The TTC is deeply committed to improving communications and community relations for construction projects. When we proceed with these projects you will be consulted early and kept informed of the process and progress throughout.

The December 3 meeting will be an excellent opportunity for you to ask questions and learn more about these projects. As part of my efforts to serve the residents of Toronto better, I wanted to share the TTC's plans with you as early as possible.

Thank you very much for your patience as we work to improve transit in Toronto. I look forward to meeting you on December 3.

Sincerely,

Andy Byford
Chief Executive Officer



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