

PROJECT TO CONSTRUCT A NEW ENTRANCE BUILDING FOR
VENDÔME MÉTRO STATION AND A NEW PEDESTRIAN LINK TO
THE MCGILL UNIVERSITY HEALTH CENTRE (MUHC)

PUBLIC CONSULTATION COMMISSION REPORT TO THE SOCIÉTÉ
DE TRANSPORT DE MONTRÉAL (STM) BOARD OF DIRECTORS
ASSET MONITORING COMMITTEE

MARCH 2017

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Letter from the Commission Chair

March 20, 2017

Marvin Rotrand, Committee Chair
Board of Directors Asset Monitoring Committee
Société de transport de Montréal
800 De La Gauchetière Street West
Montréal, Quebec H5A 1J6

Subject: Public consultation report on the project to construct a new entrance building for Vendôme métro station and a new pedestrian link to the McGill University Health Centre (MUHC)

Mr. Rotrand,
Esteemed members of the Committee,

It is with pleasure that I submit to you the first Société de transport de Montréal (STM) consultation report on the Vendôme intermodal station construction project. From the outset, this exercise has been a success in terms of citizen involvement with the STM. Some participants commended the STM's efforts to make the consultation process neutral and transparent.

In light of the estimated 18 million transit users expected to use Vendôme métro station in 2021, and given the station's role as a junction between the AMT and STM public transit systems, not to mention a key access point to the MUHC, the station must serve as a model of accessibility, smooth traffic flow, intermodality and safety. The project's objectives are the product of these ambitions. The citizens who expressed their views firmly back the project.

The project largely meets the objectives established at the outset. However, the briefs submitted by citizens and the Commission's analysis highlighted certain weaknesses which need to be rectified. Hence, the Commission has formulated recommendations touching on four aspects of the project: i) universal access and safety; ii) intermodality (with respect to interior and exterior design); iii) the architectural concept; and iv) project governance and public consultations.

There are many significant technical constraints, but we are confident that our partners' experience, expertise and creativity will enable them to find solutions to most, if not all, of the problems.

The Commission therefore considers that the project must advance according to plan in the hope that it will be possible to incorporate the modifications and improvements proposed in the enclosed report.

Know that I remain available to provide further details about this consultation process and the Commission's analysis.

Sincerely,

A handwritten signature in black ink that reads "Marguerite Bourgeois". The signature is written in a cursive style with a small flourish at the end.

Marguerite Bourgeois
Chair of the Commission

MB/eb

Introduction

On February 1, 2017, the Société de transport de Montréal (STM) Board of Directors authorized the creation of a commission to hold public consultations on the project to construct a new entrance building for Vendôme métro station and a new pedestrian link to the McGill University Health Centre (MUHC). That commission was tasked with disseminating information, gathering comments and opinions from ordinary citizens, and rendering findings, opinions and recommendations regarding the construction of:

- “a pedestrian tunnel linking the McGill University Health Centre (MUHC), the STM’s Vendôme métro station, the Vendôme commuter train station run by the Agence métropolitaine de transport (AMT), and the building located at 5100 De Maisonneuve Boulevard West;
- a new entrance building for Vendôme métro station to meet the increase in passenger traffic expected as a result of the creation of the MUHC.”

On February 6, 2017, a media release, a number of Montréal-area news outlets and the STM website announced the launch of the consultation process. Leaflets were distributed to area residents and notices posted outside Vendôme métro station and the MUHC. Documentation about the Vendôme Project was also made available through the STM website.

Consisting of Commission Chair Marguerite Bourgeois and commissioners Jacques Besner and Bruno-Serge Boucher, the Commission held an information session on February 21, 2017, in the Auditorium of the Research Institute at the McGill University Health Centre. Following the public opinion hearing held at the same location on March 8, 2017, the members of the Commission submitted their report to the STM Board of Directors Asset Monitoring Committee.

The first chapter of the report describes the plans for a second tunnel and the new entrance building for Vendôme station, along with the project’s specific context. In this report, the project will be referred to as the “Vendôme Project.”

Chapter 2 identifies the concerns and opinions expressed by citizens at the public consultation held on March 8.

Lastly, the third and final chapter contains the Commission’s analysis and recommendations.

Chapter 1 — The Vendôme Project

This chapter provides an introduction to the Vendôme Project. It includes an overview of the regulatory framework applicable to the consultation and the project; a brief overview of the project's urban context and objectives; and a technical description of the project.

1.1 Regulatory framework

Regulatory framework governing the consultation

Article 158.3 of the *Act respecting public transit authorities* (R.S.Q., chapter S-30.01) stipulates that it is incumbent on the Montréal Agglomeration to enact, by means of by-laws, “the planning rules that the Société de transport de Montréal must comply with in carrying out the work and works concerned.” The adoption of this by-law follows from public consultations, held by the STM, on the work or works covered by the by-law, in this case the construction of the new Vendôme station entrance building. This consultation must be held in accordance with corporate policy PC 1.14, as approved by the STM Board of Directors. This is the first public consultation to be held by the STM under this policy.

The consultation report must first be submitted to the STM Board of Directors Asset Monitoring Committee and then adopted by the STM Board of Directors. It will then be submitted to the Côte-des-Neiges–Notre-Dame-de-Grâce (CDN–NDG) borough and the clerk of the City of Montréal. The City of Montréal Executive Committee will then review the document before submitting it to the Montréal Agglomeration Council which, in accordance with the law, will be asked to adopt the by-law authorizing the STM to conduct the project on behalf of the relevant partners.

Regulatory framework

Before the construction of the new Vendôme métro station entrance building can proceed, municipal authorities will first need to approve a modification to the zoning regulations governing the lot situated at 5100 De Maisonneuve Boulevard West. This modification to Urban planning by-law 01-276 for Côte-des-Neiges–Notre-Dame-de-Grâce borough is required in order to authorize, on a small portion of the land occupied by 5100 De Maisonneuve Boulevard, a land-use change from the current “commercial” to “public and institutional facilities.”

1.2 Project context and objectives

Ever since planning for the McGill University Health Centre (MUHC) at the Glen site began, the MUHC and other community stakeholders have called for the creation of a second tunnel linking the Vendôme intermodal station and the health centre. Located north of the MUHC, the existing Vendôme métro station entrance building provides access to the health centre via a tunnel running under the Canadian Pacific (CP) railroad tracks which separate the two sites. This tunnel ends in the MUHC's underground parking lot, where pedestrians have to follow a marked path toward to the hospital's basement entrance across the parking lot.

While this pedestrian link provides access to the MUHC from the existing métro entrance building, it was intended only as a temporary solution during the hospital's construction. The link is not fully

accessible, has only limited capacity for evacuation in the event that pedestrian use rises, and the path itself is unsafe, requiring pedestrians to be particularly vigilant when crossing the hospital parking lot. To temporarily compensate for the lack of accessibility, the STM added an extra bus route operating between Lionel-Groulx métro station and the doors of the MUHC (route 77).

The STM considers that the current public transit infrastructures would be unable to handle the additional foot traffic expected in the coming years. Based on information provided by the STM, foot traffic for the métro alone has already increased 38% since the MUHC opened at the Glen site¹. Vendôme station already ranks as the STM's 10th busiest métro station². Congestion already occurs in the current entrance building and this would only be amplified by the fact that users of the MUHC tend to walk against the flow of métro and AMT commuter train user traffic.

In light of these conditions, the partners estimate that the construction of a new entrance building at Vendôme métro station and a new underground pedestrian link to the MUHC would satisfy all the needs expressed by the MUHC, AMT, STM and users, while remedying the current lack of accessibility and the long-term issues associated with the increase in user traffic.

In 2008, the MUHC asked the STM and AMT to oversee this project collaboratively. After years of negotiations, a tripartite partnership agreement was signed by the STM, ATM and MUHC. In 2015, the MTQ announced a governmental decree to finance 100% of the project and appoint the STM to manage the project. The partners set the following objectives:

- “Make the métro station, commuter train station and pedestrian link to the MUHC universally accessible and as short as possible;
- Lessen the time required to evacuate the métro station in emergencies (response time);
- Give priority to intermodality and the fluidity of foot traffic in order to cut the transit time of train, métro, bus and MUHC users;
- Improve capacity in response to increased user numbers;
- Provide a direct link to De Maisonneuve Boulevard West.”³

1.3 Vendôme Project

The Vendôme Project is subdivided into three areas: the new Vendôme métro station entrance building, the Vendôme commuter train station and the pedestrian tunnel linking the entrance building to the station platforms and the MUHC.

¹ STM, “New Vendôme station entrance building” working document, November 2016.

² STM, Presentation of the project during the information session held February 21, 2017.

³ STM, “New Vendôme station entrance building” working document, November 2016.

Légende (en surface):

1. Édicule actuel de la station Vendôme
2. 5100 Boul. de Maisonneuve O.
3. Nouvel édicule
 - Accès au Métro (bleu)
 - Accès au lien avec la gare de l'AMT et du CUSM (vert)
4. Accès actuels sur les quais de la gare de l'AMT
5. Nouveaux accès sur les quais de la gare de l'AMT (vert)

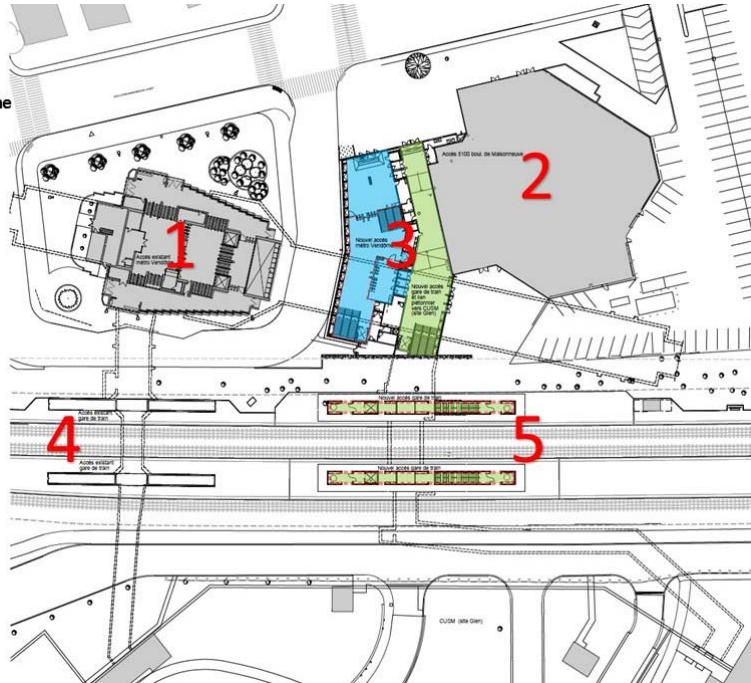


Figure 1 – Layout of the project's ground floor

Légende (en sous-sol):

1. Tunnel du Métro et station Vendôme
2. Tunnel piétonnier existant vers la gare de l'AMT et le CUSM
3. CUSM
4. Nouveaux accès aux quais de la station Vendôme – zone contrôlée (bleu)
5. Nouveau tunnel piétonnier vers la gare de l'AMT et le CUSM – zone non contrôlée (vert)

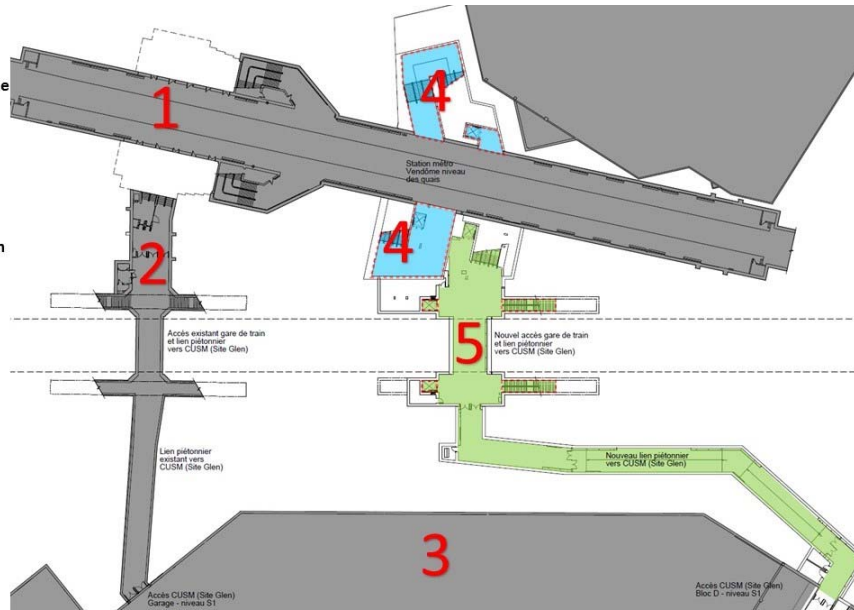


Figure 2 – Layout of the project's basement level

New Vendôme métro station entrance building

The proposed location of the second entrance building is east of the existing entrance building, adjacent to the building at 5100 De Maisonneuve Boulevard West, which belongs to the Royal Victoria Hospital Foundation. Linked to the ground floor of this building, the new entrance building would have a footprint of 1,175 square meters on a single level.



Figure 3 – Projected exterior view of the new Vendôme station entrance building

On the entrance building's ground floor, two main entrances facing De Maisonneuve Boulevard West would offer direct access to the métro from the west side, namely from the ground floor of 5100 De Maisonneuve West, and to the AMT platforms and the MUHC on the east side via the new pedestrian tunnel.

A partly planted public square of around 500 square metres would be created in front of the new entrance building. The existing bus loop as well as a natural ventilation shaft for the métro tunnel would have to be shifted toward the existing entrance building in order to allow for the construction of the new entrance building. A 2.5-metre-tall impact wall will need to be erected between the new entrance building and the CP railroad tracks to meet federal rail safety standards.



Figure 4 – Projected view toward the northeast and the impact wall

The location of the new entrance building was selected on the basis of the site’s many physical constraints, including the deep métro tunnel, AMT rail line and footprint of 5100 De Maisonneuve Boulevard West. With the new underground pedestrian link and the addition of elevators, the proposed design would also meet safety and universal accessibility requirements. Features such as a green roof and a plant-covered impact wall would help the design achieve Envision environmental certification⁴. According to the project’s designers, the limited space available above the métro tunnel and under the railway tracks would not have allowed for the installation of escalators from the new entrance building.

The AMT’s Vendôme commuter train station

Registering 10,000 passenger journeys a day, the AMT’s Vendôme commuter train station is the agency’s third-largest and serves as a hub for three rail lines—Vaudreuil-Hudson, Saint-Jérôme and Candiac. Over 80% of passengers who get off there go on to Vendôme métro station⁵. The commuter train station is used by three rail lines, with some 30 trains stopping there on weekdays.

On the platform level, the new facilities will include two new entrance buildings located east of the existing ones. Each will include a covered waiting area accessible from a staircase and a heated

⁴ Developed by the US-based Institute for Sustainable Infrastructure, Envision is an evaluation and decision-making system for achieving sustainable infrastructure projects:

<https://sustainableinfrastructure.org/envision/>

⁵ STM, Presentation of the project during the information session held February 21, 2017, and Agence métropolitaine de Transport (AMT), *Pôle multimodal Vendôme — Nouvel accès sécuritaire et facile vers le CUSM*, 19 juin 2015 (document available in French only),

<https://www.amt.qc.ca/fr/actualites/nouvelles-evenements/nouvelles/pole-multimodal-Vendôme-nouvel-acces-securitaire-et-facile-vers-le-cusm>

elevator⁶. On the lower level, in the new tunnel, a ticket validation and reloading area will be located adjacent to the elevators and stairs. The new AMT platform layout will allow for a fourth rail line to be added to the CP right-of-way if needed.

Tunnel to the MUHC

The new pedestrian tunnel will then provide access to Block D of the MUHC. At around 100 metres in length, the tunnel will be fully accessible and equipped with lighting and other elements that foster a feeling of personal safety (doors, cameras, etc.). Due to current regulations, the tunnel will not include commercial spaces.

Once the proposed work is completed, the existing tunnel will remain and no changes will be made to the existing infrastructures, and unless otherwise stipulated, users will still have access to the MUHC via the marked path from the parking lot.

Comparison of the approximate distances between the existing and planned tunnels⁷

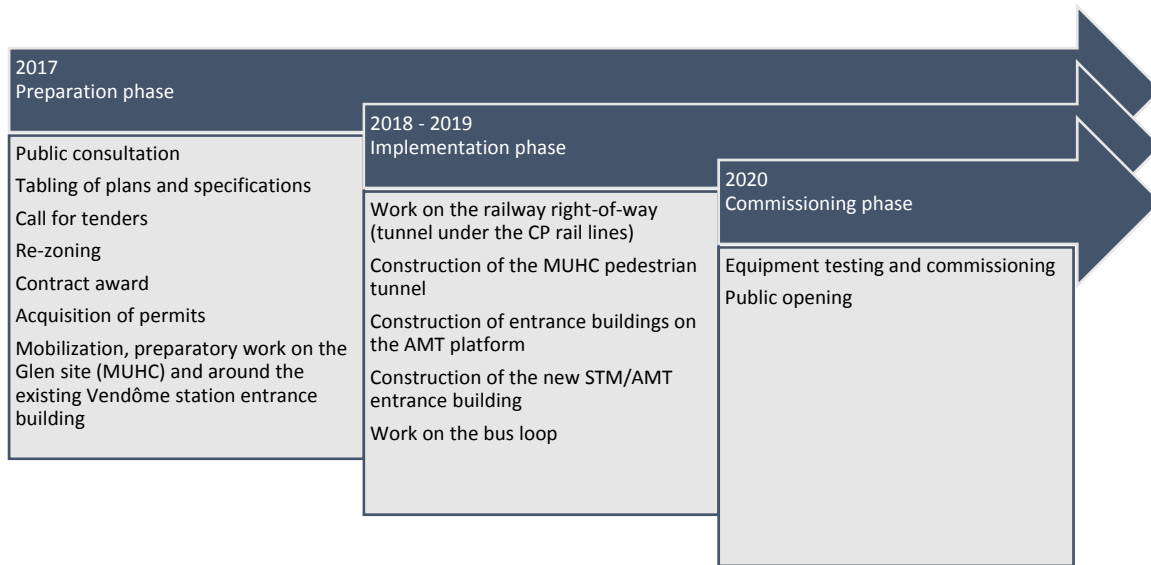
	Existing tunnel	Planned tunnel
From the station platforms to the MUHC	150 metres (the marked path through the parking lot)	100 metres
From the métro platforms to the MUHC	250 metres	195 metres
TOTAL (from De Maisonneuve Boulevard to the MUHC)	240 metres (Block B of the MUHC)	200 metres (Block D of the MUHC)

1.4 Work planning

Once the project is approved and the tendering process completed, construction should last two years. The new infrastructures would then open in 2020. The implementation phase would include work under the railway right-of-way, construction of entrance buildings on the train station platforms, construction of the pedestrian tunnel leading to the MUHC and lastly, construction of the new métro entrance building and relocation of the bus loop. Métro, bus and commuter train services would be maintained throughout, as would all hospital operations.

⁶ STM, Description of the Vendôme Project, <http://www.stm.info/en/info/service-updates/stm-works/Vendôme-0>

⁷ Data provided by the STM's Vendôme Project Office



1.5 Mitigation measures

A series of mitigation measures for traffic, noise and air quality will be applied during construction. A program to communicate regularly with local residents and the authorities will also be launched during the project and will include sending email updates, distributing flyers before key phases begin, creating a specific section on the STM website and publicizing a special hotline. Greening measures will also be implemented once work is completed to compensate for the necessary removal of vegetation that construction will entail.

Traffic

The STM will apply measures to mitigate vehicle traffic issues and will work with the cities of Montréal and Westmount and with the Côte-des-Neiges–Notre-Dame-de-Grâce borough to curb disturbances caused by heavy vehicles.

The transportation of construction materials to and from the worksite will be controlled by a trucking plan that will have trucks use Sherbrooke Street and Claremont Avenue, as well as St-Jacques Street south of the MUHC. Trucking will be prohibited on De Maisonneuve Boulevard West.

Access to the métro station and buses will be maintained, but some bus lines will be temporarily rerouted during work on the bus loop, which is scheduled for summer 2019. The rerouting of these bus lines is currently under study. The Vendôme commuter train station will also be subject to a few disturbances during the work; mitigation measures will be implemented to maintain adequate service for passengers.

Noise levels

Sound level and vibration measurements will be taken, namely with respect to the use of heavy machinery and the transportation of goods and backfill material. Noise barriers and “white noise” back-up alarms for rolling stock will be installed. The project does not include any pile driving activity.

Air quality

An air quality analysis and regular sampling will be conducted throughout the project to maintain acceptable air quality levels and minimize worksite-generated dust. This will be achieved by, among other things, hosing down the site and trucks.

Greening

Mature trees will need to be felled around the building at 5100 De Maisonneuve Boulevard West and the grounds will need to be landscaped. In order to reduce the heat island effect, the STM plans to have planted and treed areas, a lawn-covered area and a green roof on the new entrance building.

Chapter 2 – Citizen concerns and opinions

This chapter addresses the concerns, expectations and opinions about the project as expressed by citizens and organizations. Around one hundred people attended the two public sessions—the information session and the hearing during which the public was invited to express their views. During the hearing, the Commission received 11 written statements⁸ and heard five presentations. Area residents, community and environmental organizations and health sector representatives attended the hearing.⁹

Note that the topics discussed by information session attendees and those discussed during the hearing were fundamentally different. The questions posed during the information session dealt mainly with issues surrounding the construction work, vehicle traffic, construction truck traffic and the monitoring measures the STM will implement to ensure that budgets and deadlines are met. For the most part, the views and opinions expressed during the second session dealt with issues surrounding project planning, universal accessibility, transportation and public transit.

Generally speaking, the project in its proposed form was well received. However, a number of suggested improvements were submitted. Many participants felt that the proposed project would finally provide people with mobility impairments with easier access to the health centre; one group posited that it would facilitate movement between transit modes in the area, while others thought the opposite to be true, suggesting that further improvements were needed.¹⁰ The sections below present the criticisms, comments and proposals for improvement that were received.

2.1 Universal accessibility and its physical accommodations

Universal accessibility and the related physical accommodations are among the key concerns discussed during the consultation. Access to the MUHC by the existing tunnel or via the new tunnel, as well as exterior elements such as the bus loop, are some of the topics that interested participants.

2.1.1 Existing tunnel

Many participants mentioned the difficulty people with mobility impairments have when using the existing tunnel linking Vendôme station to the Glen campus.¹¹ One participant who had had a hard time getting around on foot pointed out that “it’s not only the stairs that are difficult [to climb], but also the length of the walk.”¹² We therefore ask that the STM improve this link, especially given the expected increase in foot traffic and the concentration of pedestrian movements around the current entrance building due to the presence of bus stops around it.¹³

⁸ 6 briefs and 5 e-mails.

⁹ See the complete list of participants in the appendix.

¹⁰ Davinia E. Withington (e-mail), *Conseil régional de l’environnement de Montréal*, brief, p. 3., *Concertation Interquartier (CIQ)*, brief, p. 2, Vendôme Village Association, MUHC Users’ Committee.

¹¹ MUHC Users’ Committee, *Transport 2000 Québec*, Gillian Frontin, Concertation Interquartier (CIQ).

¹² Gillian Frontin (e-mail).

¹³ *Transport 2000 Québec*, brief, p. 5.

Initially, some people believed that the existing tunnel would eventually be closed. While this misconception was quickly dispelled during the information session, it did give rise to an important piece of information: one participant had pointed out that it was important to maintain in service the existing entrance building and tunnel (as well as the Marlowe Street access) to accommodate people with visual impairments who need to walk between the MUHC and the ophthalmology clinic at 5252 De Maisonneuve Boulevard West.¹⁴

“Especially considering MUCH does not have adult ophthalmology service and the adult ophthalmology service is at 5252, Maisonneuve West building, which is directly in front of Vendôme métro station entrance by Marlowe street, it is crucial our patients with emergency visual difficulties not go through more maze of walking and taking a longer route of several extra streets of length of walking than necessary.”¹⁵

2.1.2 The new installations

In the end, a number of people were delighted by the accessibility features of the new Vendôme station installations, reiterating that the new link to the MUHC is essential for many people with mobility impairments. The STM and ATM’s commitments to accessibility were also applauded: “This is an important commitment given that 200,000 residents of the Island of Montréal have some type of mobility impairment.”¹⁶

However, the lack of escalators was criticized by many people, who expressed their view that escalators should in fact be factored into the design of the new entrance building.¹⁷ For some people, the lack of escalators would encourage users to take the elevators, which would then become overcrowded, to the detriment of people with mobility impairments. Moreover, the high number of elevators to take in order to get from the métro to the AMT platforms (three in total) would increase threefold the risk that someone would be unable to transfer between modes should one of the elevators break down.¹⁸

2.1.3 Exterior design elements

While this issue is not directly related to the mandate received, a number of participants highlighted the lack of a bus connection between Vendôme métro station and MUHC for people with mobility impairments.¹⁹ Bus route 77, which currently runs from Lionel-Groulx station, considerably lengthens journey times.²⁰ One group suggested adding a bus stop at Vendôme station, for instance

¹⁴ Jean Su (e-mail).

¹⁵ Jean Su (e-mail).

¹⁶ *Concertation Interquartier (CIQ)*, brief, p. 3.

¹⁷ Information session (Valérie Gold, Peter McQueen, Mordechai Ludmer), MUHC Users’ Committee, brief, p. 2, Anton W. Dubrau, brief, pp. 1 and 13.

¹⁸ Anton W. Dubrau, brief, p. 13.

¹⁹ MUHC Users’ Committee, brief, p. 1, *Transport 2000 Québec*, brief, p. 2, *Concertation Interquartier (CIQ)*, brief, p. 3.

²⁰ MUHC Users’ Committee, brief, p. 1.

for routes 77 or 37, by authorizing a left turn only for buses heading west to the “eastern De Maisonneuve Boulevard approach and then toward southbound Décarie street.”²¹

Criticisms were also made about the fact that the bus loop will force people with mobility impairments to cross the loop’s roadway to access the new, universally accessible entrance building. It is important to note that this client group is more vulnerable and that having to cross the roadway will increase their risk of being hit by a bus.²² It has therefore been suggested that the direction of traffic on the loop be reversed so that this client group will be able to access the new entrance building without crossing the roadway.²³

2.1.4 Other considerations to foster universal accessibility

Lastly, proposals were made that wheelchair ramps be installed inside the tunnel, and that benches and supports be installed at strategic intervals inside both the new Vendôme station tunnel and the existing one.²⁴ One group also suggested that a handrail be installed outside on the sidewalk in front of 5252 De Maisonneuve Boulevard West and on Decarie Street all the way to the MUHC. This group also asked that adequate lighting and surveillance cameras be installed in the new tunnel to ensure the safety of people with mobility impairments.²⁵

2.2 Improvement of intermodal transfers

Improving intermodal pedestrian transfers was the second most important theme to be addressed during the second part of the public consultation. A number of participants hoped that transit spaces—whether those between the STM and AMT or those providing access to related public and active transit services (taxis, drop-off points, carsharing, Bixi, etc.)—would be better planned.²⁶

2.2.1 Transit modes to complement STM and AMT services

Participants suggested improving transportation modes which complement public transit services run by the AMT and the STM (taxis, drop-off points, carsharing).²⁷ They explained that public transit is about much more than the métro and commuter trains, especially in a context where public transit service is expanding and the proposed project has certain failings with respect to the design of taxi and carsharing areas, passenger drop-off points and pedestrian and cyclist safety.²⁸ They asked that spaces be reserved for these add-on amenities near the station, on De Maisonneuve Boulevard West rather than on neighbouring streets where services are not visible from the station (such as the taxi

²¹ *Transport 2000 Québec*, brief, p. 2.

²² *Transport 2000 Québec*, brief, p. 6.

²³ *Transport 2000 Québec*, brief, p. 2.

²⁴ MUHC Users’ Committee, brief, p. 2, Anton W. Dubrau, brief, p. 14.

²⁵ MUHC Users’ Committee, brief, pp. 2 and 3.

²⁶ Vendôme Village Association, MUHC Users’s Committee, Anton W. Dubrau, *Concertation Interquartier (CIQ), Transport 2000 Québec*.

²⁷ Vendôme Village Association, *Transport 2000 Québec, Concertation Interquartier (CIQ)*.

²⁸ Vendôme Village Association, brief, pp. 1 and 2.

stand currently located on Northcliffe Avenue), where residents no longer have access to parking spaces intended for residents only and where the constant inching forward of taxis is a nuisance to those living on the streets in question.²⁹

2.2.2 Link between the STM and AMT platforms

One participant felt that the proposed layout of the new entrance building and the tunnel will not improve the experience of users transiting at night or in the morning between the AMT station and the STM's métro station:

"I'm concerned that this will discourage transit use compared to a more optimized design which minimizes transfer distance, total number of stairs, total number of elevators and includes escalators."³⁰

He pointed out that the transit time and the physical effort that customers would have to expend because of the many stairs would be perceived by transit users as yet another penalty. For a number of commuters, especially those from the suburbs, the choice between going by car or taking public transit is a very difficult one. In their opinion, poorly designed public transit spaces could easily cause a segment of public transit users to abandon it in favour of their cars.³¹

The importance of the Vendôme hub as a métro-commuter-train transfer station (orange line and three AMT train lines) was also brought up as justification for better connections during transfers.

This participant suggested that the links between the métro and train platforms be revised in order to minimize the distance travelled and the number of stairs to climb. One of the proposed options was to directly link the south métro platform to the AMT tunnel by opening the partition that separates them in the plans and by adding turnstiles and revolving doors, while removing a row of stairs and an elevator from the station's fare-paid zone.³²

The AMT zone was also criticized. One of the criticisms specifically targeted the stairs leading to the AMT platform. Only one staircase from the new tunnel is currently planned on the east side; it was suggested that a second one be added west of the first, as is the case for the existing platforms. This addition would better spread out passengers along the train platform³³. As explained in Chapter 3, this suggestion was rejected as the staircase in question would have to replace an elevator needed for people with mobility impairments.

On another note, one participant elicited the lack of AMT stations in the Notre-Dame-de-Grâce borough (between the Montréal-Ouest and Vendôme stations), suggesting that there is a high potential for developing the AMT network, meaning that any such future development needs to be considered in the current planning process. "The Vendôme Access project will result in

²⁹ *Transport 2000 Québec*, brief, pp. 2 and 7, *Concertation Interquartier (CIQ)*, brief, p. 4, Vendôme Village Association, brief, p. 1.

³⁰ Anton W. Dubrau, brief, p. 1.

³¹ Anton W. Dubrau, brief, p. 4.

³² Anton W. Dubrau, brief, p. 16.

³³ Anton W. Dubrau, brief, pp. 10 and 11.

infrastructure that will be utilized for many decades, so the potential of the AMT infrastructure should definitely [be] taken into account.”³⁴

2.2.3 Coexistence with other transit modes and pedestrian and cyclist safety

Concerns are often raised regarding pedestrian and cyclist safety, not to mention coexistence with other motor vehicles both before and after the work is completed. Priority must be given to ensuring their safety, by such means as anticipating the needs of the forecast number of users (18 million by 2021) and by creating protected pedestrian zones and crossings.³⁵

Lastly, pedestrian amenities on the south side of De Maisonneuve Boulevard at the corner of Décarie Street would be dangerous in their current form, especially in winter in places where wind gusts cause ice to form on the road and sidewalks and where the sidewalk is too steep: “There are currently no physical supports to help pedestrians (including pregnant women, parents with strollers and small children, seniors, and people with mobility impairments) to navigate the hill and the sidewalk.”³⁶ (Also see the section on universal accessibility, in which a handrail is proposed for this location.)

2.3 Work planning and governance

Planning of construction work and issues surrounding governance constitute another theme discussed. A number of participants expressed their hope that the project would be completed on time and on budget, as planned by the STM. At the same time, others hoped that inconveniences related to the construction phase and to other nearby projects would be attenuated as much as possible. In both cases, people asked whether failures to meet these commitments expose those responsible to penalties. As a result, potential ways to improve governance were put forth.

2.3.1 Nuisances

The various construction projects taking place in the area now and in the near future are raising concerns. The area has already suffered through the inconveniences caused by construction of the MUHC on the Glen site and the ongoing Turcot interchange project. Pointing out that area residents and public transit users will have to suffer the negative impacts of the Vendôme Project construction work, one group suggested that the borough impose a two-year moratorium on the construction of the Provigo on the land situated at the intersection of Claremont Avenue and De Maisonneuve Boulevard West.³⁷

Some participants are also concerned about additional pollution that would be generated in the area by the construction work and the additional motor vehicle traffic caused by detours. Truck

³⁴ Anton W. Dubrau, brief, pp. 4 and 6.

³⁵ Vendôme Village Association, brief, p. 2., MUHC Users’ Committee, brief, p. 2, *Conseil régional de l’environnement de Montréal*, brief, p. 3.

³⁶ *Concertation Interquartier (CIQ)*, brief, p. 4.

³⁷ *Concertation Interquartier (CIQ)*, brief, pp. 5-6.

traffic related to the Vendôme Project, estimated at between 10 to 30 trucks per hour, would only increase air and noise pollution levels, especially on the area’s residential streets.

“Road closures in the area will continue to affect residents in St-Henri, Westmount and NDG for the next several years. The Environmental Impact Study for the Turcot project identifies increased noise and airborne dust levels as the most marked residual impacts on local residents associated with the reconstruction project.”³⁸

2.3.2 Good governance mechanisms

Good governance mechanisms are being called for and include the creation of a neighbourhood relations committee made up of the STM, residents, business owners and community groups from NDG, Westmount and St-Henri, and MUHC employees and users. The committee would be tasked with:

1. Discussing work progress
2. Hearing residents’ concerns
3. Finding solutions as problems arise³⁹

Recommendations were made to the effect that execution of the construction work also comply with the best practices for universal accessibility, both at the door of the existing entrance building and the new one, where mitigation measures would be applied.⁴⁰ According to some, financial assistance could be requested from the *Ministère des Transports* to fund the neighbourhood relations committee’s activities and the mitigation measures. It is hoped that representatives of the area’s various projects (STM, AMT, MUHC, MTQ, NDG-CDN borough) will coordinate their efforts throughout all the construction phases with an eye to ensuring user safety and minimizing the inconveniences and impacts suffered by residents.⁴¹

Some participants commended the STM’s efforts to make the consultation process neutral and transparent.⁴² However, they also underscored the lack of available information on the project: “For example, the dimensions proposed for the new tunnel were not presented. There needs to be further consultation with residents in the surrounding area, especially regarding appropriate mitigation measures during all phases of the project.”⁴³

2.4 The project’s architectural concept

A few divergent opinions were expressed about the new entrance building’s architectural concept.

³⁸ *Concertation Interquartier (CIQ)*, brief, p. 5.

³⁹ *Concertation Interquartier (CIQ)*, brief, p. 5, MUHC Users’ Committee, brief, p. 3.

⁴⁰ *Concertation Interquartier (CIQ)*, brief, p. 3.

⁴¹ *Concertation Interquartier (CIQ)*, brief, p. 2.

⁴² *Transport 2000 Québec*, brief, pp. 2 and 4.

⁴³ *Concertation Interquartier (CIQ)*, brief, p. 5.

On the one hand, the design's human scale was appreciated, as was the significant use of windows to foster user comfort and safety and the conviviality of the facilities.⁴⁴ The planned greening measures for the roof and impact wall were also appreciated and, according to one group, demonstrate the developer's environmentally responsible approach. A management and maintenance plan was proposed to ensure that the greening measures would be successful.⁴⁵

On the other hand, while the new entrance building's architectural concept creates bright and open spaces, one participant pointed out that the new entrance building's AMT zone would not have any such windows given that it is set apart from the main space.⁴⁶ The fact that the AMT and STM zones are separated by rental spaces will only make the AMT area more confining and less attractive, much like a corridor. One of the participants therefore suggested that the two areas be combined into a single space, like at Bonaventure station. Lastly, others considered that the new entrance building's architecture clashed with the existing one: "The new building should complement the existing structure and be beautiful as well."⁴⁷

Other suggestions were made, including: constructing a building above the new entrance building to provide housing and services,⁴⁸ building a walkway instead of a tunnel to link Vendôme station to the MUHC site,⁴⁹ or lowering the floor in the new entrance building in order to reduce the number of steps between the ground floor and the tunnel, thereby also making it possible to install an escalator.⁵⁰ One group would like to see a produce stand built outside the new entrance building, as was done at Frontenac and Sauvé métro stations.⁵¹

⁴⁴ *Conseil régional de l'environnement*, brief, p. 4., Anton W. Dubrau, brief, p. 17, Vendôme Village Association, brief, p. 2.

⁴⁵ Félix Gravel, *Conseil régional de l'environnement*, Hearing transcripts, l. 495.

⁴⁶ Anton W. Dubrau, brief, p. 17.

⁴⁷ Vendôme Village Association, brief, p. 2.

⁴⁸ Violeta Stoica, hearing transcripts, l. 1025.

⁴⁹ David Martin, e-mail, Violeta Stoica, Hearing transcripts.

⁵⁰ Anton W. Dubrau, brief, p. 19.

⁵¹ NDG Food Depot, e-mail.

Chapter 3 – The Commission’s analysis and recommendations

This chapter presents the Commission’s analysis and recommendations. The chapter and our recommendations are based on the opinions, comments and consensus reached over the course of the consultation process. It covers the following issues, which were also discussed in the previous chapter:

1. The project as a whole
2. Facilities fostering universal accessibility and safety
3. Intermodal planning
4. The new entrance building’s architectural concept
5. Governance of the work and the public consultation

3.1 The project as a whole

From the outset, most of those who submitted briefs and expressed their opinions during the hearings were favourable to the project as a whole and hoped to see it completed quickly.

While few of the briefs submitted by citizens contained detailed recommendations, it is clear that they want the project to be carried out on time and on budget and that it be carefully managed to avoid slippages, especially with respect to honouring commitments made to citizens and controlling nuisances arising from the building site.

At every stage of the consultation process, participants considered the specific needs of MUHC users. As a result, ergonomics, safety, accessibility and mobility stood out as being vital in all aspects of the project, even those that extended beyond the framework of the planned construction work. These considerations are described in the following sections.

3.2 Facilities fostering universal accessibility and safety

The Vendôme Project was presented as a universally accessible concept. This aspect of the project was warmly welcomed by participants looking forward to a link to the MUHC.

Due to the presence of the health centre, it is possible that, compared with other stations, Vendôme attracts more users with severe mobility impairments who would surely benefit from amenities that go beyond what is called for in the universal accessibility policy developed by the STM and its partners. Many interventions have noted the specific vulnerability of MUHC users, whether due to age-related fragility or the state of health.

Citizens and Commission members are asking that special attention be paid to the needs of this client base. Had detailed data on the profiles and comings and goings of this particular MUHC client group been provided, the Commission would have been better able to table specific recommendations, for example regarding signage and markings for users with visual impairments. Without such data, we can only encourage the partners to do their best and aim for the highest standards of accessibility in order to reach the widest proportion of this particularly vulnerable population segment. These considerations stress the importance we attribute to evaluating and re-evaluating the kinds of equipment to include among the station’s facilities: number and capacity

of elevators; installation of escalators; path layout and number of steps to climb or go down; need for and potential use of a bus linking the MUHC and Vendôme station; and so on.

Recommendation 1.

The Commission recommends that the STM and its partners do everything in their power to meet the highest standards of universal accessibility due to the presence of the MUHC in order to ensure optimum access for users with mobility impairments, such as the elderly, people who walk with a cane, crutches or a walker, parents with strollers and others, both during and after completion of the construction work.

Recommendation 2.

The Commission recommends that the STM better assess the needs and potential use of public transit by clients with mobility impairments, by analyzing passenger counts and traffic data, categorized by transit mode and by destination, and making this information publicly available. This information can prove critical in making decisions or in setting priorities given the potential number and types of passengers who could make use of public transit, but do not due to a lack of accessibility.

User safety

Pedestrian traffic areas on the ground level and in the two (existing and planned) tunnels should be laid out in a more user-friendly way to promote a sense of safety and minimize the sense of danger and lack of safety that a long, windowless tunnel with no view of outside can create. In order to foster a sense of safety, surveillance cameras must be clearly visible, as should security personnel; also, artworks should be installed, along with mirrored surfaces in the tunnel's 45° bends and background music, to name just a few.

Given the many concerns raised during the consultations, the Commission considers that the spaces should be equipped with rest amenities and equipment wherever possible—benches, folding seats, handrails and perch-type seats against which users can lean—to improve the user experience.

Furthermore, many people highlighted the safety issues faced by the neighbourhood's pedestrians and people with mobility impairments when reaching the MUHC from Décarie Street north and from the métro station by passing under the AMT line underpass. These participants suggested installing a handrail along the sidewalks.

Recommendation 3.

The Commission recommends equipping these spaces with all the rest amenities and equipment that can potentially facilitate the journey for users while enhancing safety on the premises. Special attention must be paid to monitoring and safety measures in and around the facilities to effectively protect and reassure a more vulnerable user population (protected areas, floor markings, cameras, etc.).

Some participants were not sure whether the current tunnel linking the métro station to the AMT station would be kept, but were reassured by STM representatives at the information session. The Commission notes that this link is extremely useful for people transiting between the MUHC emergency unit and the ophthalmology clinics at 5252 De Maisonneuve Boulevard West, noting that appropriate signs should clearly indicate which access routes will be open during and after completion of the work.

Recommendation 4.

The Commission recommends that the STM provide clear signage, both during and after completion of the work, to streamline foot traffic between the métro, commuter train station, MUHC and nearby medical buildings. During construction work, this signage must specify that the existing tunnel is open, and once the work is completed, that both tunnels are open but that only one is universally accessible.

Bus link to the MUHC

One problem frequently evoked during the consultation was that of bus service to the MUHC. Bus line 77 does in fact serve the MUHC from Lionel-Groulx métro station, but for people who first transit through Vendôme station, it makes for a long detour on foot, either through the existing tunnel with its many steps or outdoors via the sidewalk on Décarie Street under the AMT railway right-of-way. Bus service to the MUHC is particularly important for users with mobility impairments, so much so that many have asked for bus service to be established between Vendôme station and the MUHC.

Recommendation 5.

The Commission recommends that, as a mitigation measure during construction, improved bus service to the MUHC be provided for users with mobility impairments, for whom bus route 77 unduly increases transit time. Examples of potential improvements were given during the consultation: the addition of a bus stop for route 77 at Vendôme métro station or the introduction of a shuttle service. The Commission has no particular preference but considers that this improvement should be planned as a mitigation measure during the work and re-evaluated thereafter.

3.3 Intermodal planning

Throughout the consultation, the inherent challenges of intermodal planning were top of mind among participants. The irritants included both interior and exterior layouts and facilities, whether called for in the construction plans or not. These irritants are often intrinsically linked to universal accessibility as described in the previous section.

Indoors, the main issues were the difficulty of moving between the AMT and STM platforms due to the number of stairs to climb or go down, the number of elevators and the lack of escalators. Outside, the main issue was the lack of intermodal planning for the station in order to better link STM and AMT services to other modes such as taxis, carsharing, carpooling and cycling.

The link between the AMT and the STM

The Commission heard concerns about the length of foot journeys between the different hubs and about the number of stairs to be included in the new facilities—both the new entrance building and the tunnel—which could hinder users of the three hubs, especially those with mobility impairments and those transiting between the AMT and the métro.

It has been noted that transfer time is a critical factor affecting people's decision as to whether or not to use public transit. In other words, the extra minute of transfer time is multiplied compared with the minute spent in transit. Hence, to encourage public transit use, it is essential that transfer time between journey segments be minimized to avoid adversely affecting passenger perception of the total journey time. In the case at hand, the current AMT-STM transfer is not only inefficient, but a hard slog, and participants have made many suggestions on how to improve the flow.

The need for (or position of) the partition separating, within the tunnel, the fare-paid zone of the métro station, eastbound south platform, and the non-fare-paid zone from the AMT, was put into question and it was suggested that the spaces be redesigned to allow for fast, direct access to and from the eastbound south métro platform, thereby saving AMT and other users of the corridor leading to the MUHC from having to travel up to the entrance building only to go back down into the métro station to access the métro. The Commission also considers that the layout in its currently planned form is sub-optimal and suggests that the STM explore the possibility of shortening the journey as proposed above.

At the information session, a number of questions were raised about the possibility of installing escalators and/or ramps. The STM provided technical explanations justifying the absence of these amenities. Moreover, it must be noted that stairs can be problematic for some users who would prefer to use escalators or ramps (elderly people, people with visual impairments, parents with strollers), but who will have no choice but to take the elevators, which will put additional pressure on them.

In the end, participants showed great creativity in proposing solutions to the various problems that were identified. In addition to the suggestion mentioned above of creating an opening in the wall separating the fare-paid portion of the métro station and the non-fare-paid space leading from the AMT station, it was also proposed that an escalator to the AMT platforms be installed along with the regular staircase. Unfortunately, this solution appears to be impossible as the addition of an escalator would prevent the installation of an elevator already included in the STM's plans.

The Commission considers that some of the suggestions received deserve to be examined closely by the STM and its partners with the aim not only of improving the project's intermodality, but also of shortening the journeys and number of stairs to climb or go down.

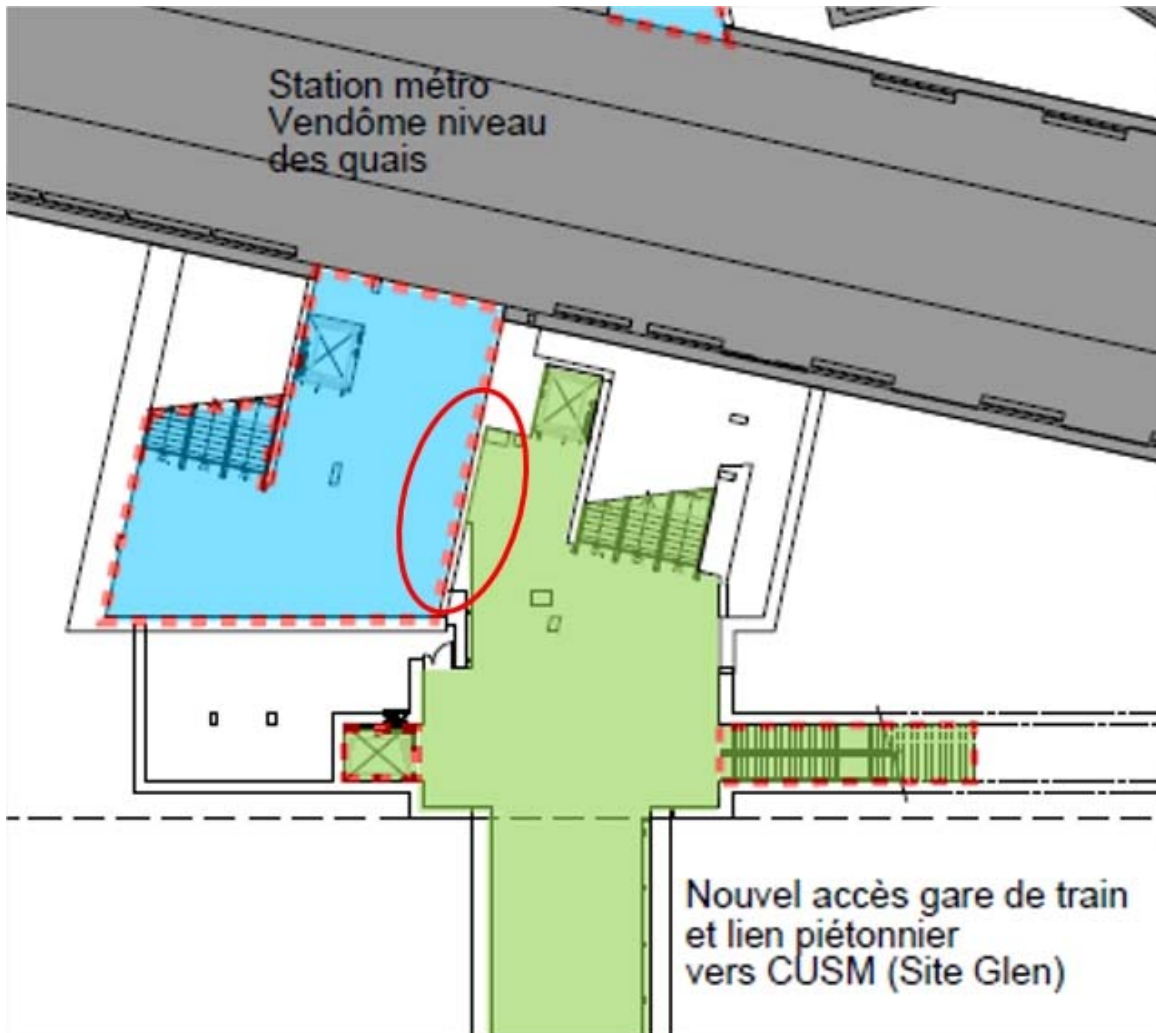


Figure 5 – Plan illustrating the partition between the métro’s south platform and the AMT area

Recommendation 6.

The Commission recommends that the STM review the construction plans to assess the feasibility of:

1. Removing the partition separating, within the tunnel, the fare-paid zone of the métro station and the non-fare-paid zone leading from the AMT station and including exit turnstiles and, if possible, one or more métro entry points (without attendants) to provide fast and direct access to and from the eastbound métro platform, thereby saving AMT users from having to travel up to the entrance building only to go back down to the métro station.
2. Adding escalators wherever possible.

Connectivity with other modes of transportation

Area residents highlighted the inconvenience of not having links to modes of transportation other than those operated by the AMT and STM. Several times, they mentioned the possibilities for improvement, disturbances caused by taxis and carsharing vehicles on neighbouring streets, to private and self-serve bicycles and their facilities, and lastly, to the drop-off zone.

A number of people pointed out that the parking spots usually intended for neighbourhood residents were occupied by non-residents, which is not only a nuisance, but also a source of noise and air pollution. For these people, the expected increase in area traffic and the construction work will only aggravate these problems. Residents have asked that the STM provide satisfactory solutions to these problems. To remedy them, some suggested creating drop-off areas for taxis and private vehicles on De Maisonneuve Boulevard West.

Others were concerned that Bixi station no. 6418 in front of Vendôme station would be removed, if only during construction. Lastly, the availability and safety of the bike path was a concern for some citizens, while others requested the installation of bike stands for private bicycles.

Recommendation 7.

Given the neighbourhood's residential character, the anticipated significant increase in traffic and construction-related disturbances, and in order to improve intermodality at the station, the Commission recommends that the STM, the Côte-des-Neiges–Notre-Dame-de-Grâce borough and perhaps the MUHC work together to:

- 1. Establish on De Maisonneuve Boulevard West, in front of the existing entrance building, a drop-off zone with a very wide turnout (indentation in the sidewalk) at this location for drivers dropping off passengers.**
- 2. Provide facilities for cyclists (bike racks and Bixi station) during and after completion of the work.**
- 3. Manage pedestrian movements to allow for the safe coexistence of the various modes of transportation during and after completion of the work (pedestrian zones, pedestrian crossings with ground markings, traffic signals for pedestrians with audible warnings, etc.).**
- 4. Assess the possibility of allowing carsharing vehicles to use the MUHC's existing parking lots. For example, the MUHC could share a few spots at the north end of its indoor parking lot, which would free up street parking spots north of De Maisonneuve Boulevard West, which are intended for residents.**

Given the issues and recommendations described above regarding the interior and exterior layouts, the Commission considers that the intermodal links, in their currently planned form, constitute a weak link in the proposed project. A more careful analysis should have been conducted before the start of the Vendôme Project.

Recommendation 8.

In order to foster public and active transit use, the Commission recommends to the STM and its partners that they better plan intermodal movements both inside and outside Vendôme station.

Recommendation 9.

Furthermore, with a view to continuously improving its practices and fostering a more diverse transportation mix, the Commission recommends to the STM and its partners that they better plan intermodal movements before starting their projects in future.

3.4 The new entrance building's architectural concept

Despite a few reservations about harmonizing the architectures of the new and existing entrance buildings, citizens overall appreciated the new building's human scale and brightness. However, others brought up the visual non-permeability of the spaces within the entrance building, between the station's fare-paid zone and the MUHC and AMT's non-fare-paid zone, making the latter space less user-friendly and dim, somewhat akin to a corridor. On that subject, in order for the AMT space to receive light through the large glass panel in the STM hall and provide the perception of enhanced safety and welcoming premises, the Commission favours opening up the space between the STM and AMT/MUHC areas by removing the many small rental spaces that separate them, at least in the north half inside the entrance building.

Recommendation 10.

To foster a heightened sense of safety, boost the conviviality of the premises and increase the brightness of the AMT/MUHC area, the Commission recommends pushing back the spaces separating the STM and AMT as far as possible toward the south in the new entrance building.

A number of groups and individuals asked that the grounds outside the entrance building be landscaped, include urban furniture and be sufficiently lighted to create a safe environment, while allowing for the possibility of entertainment. All those who spoke on that matter expressed their satisfaction about the green roof to reduce the impact of the heat island effect. The same applied to the impact wall, which participants said should be landscaped and subject to a maintenance plan.

Recommendation 11.

Regarding the exterior layout, the Commission recommends installing urban furniture such as benches and shelters around the new bus loop, as well as creating a vegetation plan for the site and the impact wall in order to ensure the sustainability of the greening measures.

3.5 Governance and public consultations

During the public hearings and in the comments that were gathered, certain governance issues were brought to the Commission's attention. The Commission was not tasked with commenting on the

overall governance of the project. That being said, certain aspects of the project's governance, if not taken into consideration, could complicate the completion of the project and potentially poison relations with local residents.

Relations with the community

As of today, it has become impossible for a developer or public body to embark on a development project without considering the opinions of the groups and residents likely to be affected by the construction work and resulting structure.

A number of participants expressed their concerns about the project's governance, specifically with regard to respecting budgets and deadlines, as well as about mitigation measures and information about them. The STM made a genuine effort to propose good communication channels. The participants insist on these commitments being honoured.

Their concerns were expressed in a number of ways. For example, they asked to have a structure put in place to allow for ongoing dialogue during the work. They also want citizens to be able to express their views on the issues that may arise during the work, such as the operation of the entrance building or the tunnel. And lastly, they asked that continuous communication with residents be maintained throughout the work.

Recommendation 12.

In order to maintain continuous contact with citizens during the construction phase, the Commission recommends that the STM:

- **Identify a new or existing entity to serve as a liaison committee to handle communications between the STM and stakeholders throughout the project.**
- **Take measures to ensure that commitments regarding the provision of information to residents be honoured, namely by guaranteeing the establishment of an interactive hotline dedicated to work-related problems, especially noise, dust and truck traffic.**

Public consultation

The public consultation on the Vendôme Project was the STM's first-ever and was held in accordance with article 158.1 of the *Act respecting public transit authorities* (R.S.Q., ch. S-30.01). Many citizens lauded the STM's initiative and the Commission's independent character.

It is clear that, overall, the STM did a good job. The corporate secretary and project team were quick to respond to the Commission's requests and requirements, the logistics were organized in a virtually flawless manner and the staff were very courteous.

Yet as is the case with every first time, there is some room for improvement. Participants pointed out a few issues that most people agreed on. The Commission noted a few of its own.

Participants mentioned that it was difficult to find information about the project and the consultation process on the STM website, and the Commission made the same observation. As soon as the information session was over, the direct link on the home page vanished. Finding the relevant information on the STM's website was a less-than-intuitive process.

For this first consultation, the STM chose a traditional approach, that of participative democracy. The Commission encourages the STM to consider other approaches, such as those involving information technology. For example, the increased use of certain applications or social media could have made it easier to reach other stakeholders worth hearing, such as students, who are also major users of the station.

Lastly, some citizens mentioned having had a hard time finding the information published by the STM, namely floor plans and sketches, which would have benefited from further revisions to make them easier for lay persons to understand.

Recommendation 13.

In order to foster citizen participation and enable citizens and stakeholders to properly prepare, present well-reasoned opinions and draft briefs, the Commission recommends to the STM that it:

- **Allow for more time between, on the one hand, the announcement of the consultation, publication of relevant information and scheduling of the information session, and on the other hand, the presentation of briefs.**
- **Provide stakeholders with complete and clear information, in plain language, in a format that makes it easier to process and analyze, and in a spirit of open government.**
- **Revise the structure of the STM website and consider creating a standardized section dedicated to public consultations. The section could host all information available on past and current consultations, in addition to the operating rules for the above-mentioned consultations. The STM's home page should feature a hyperlink to the Vendôme Project for its entire duration.**
- **To reach a wider audience, consider other consultation methods, namely those made possible by information technology such as webcasts and Twitter events.**

Conclusion

The Vendôme Project includes the construction of a new entrance building, the addition of facilities at the AMT commuter train station and the construction of a pedestrian tunnel linking the MUHC to the station.

The Commission considers that the project meets the bulk of the objectives the partners had set out to achieve, which were to:

- “Make the métro station, train station and pedestrian link to the MUHC universally accessible using the shortest possible route;
- Lessen the time required to evacuate the métro station in emergencies (response time);
- Give priority to intermodality and the fluidity of pedestrian traffic in order to cut the transit time of users of the train, métro, bus and MUHC;
- Improve capacity in response to increased user numbers;
- Provide a direct link to De Maisonneuve Boulevard West.”⁵²

However, the project does have a few weak points. Citizens and the Commission joined efforts to identify potential solutions to these deficiencies. Given their combined experience and expertise, the partners will undoubtedly be able to enhance and streamline the exercise.

Chapter 3 of this report contains recommendations on: i) universal access and safety, ii) intermodality, iii) the architectural concept, and iv) project governance and public consultations.

I. Universal accessibility and safety:

Without a doubt, the topic to which participants returned the most was that of taking proper care of MUHC users, who are considered to be a particularly vulnerable client group. Participants wanted to ensure that their fellow citizens would be able to: use public transit effortlessly to get to the MUHC; feel welcome and safe in the tunnel and on the roads leading to the facilities; and have access to an alternative (bus or footpath) in the event that they are unable to use the tunnel for whatever reason. The Commission’s recommendations are in line with those wishes.

II. Intermodal planning

Participants and the Commission are firm subscribers to the goal of prioritizing intermodality and the fluidity of pedestrian traffic. Moreover, the Commission has noted that the planning of intermodal connections was the weak link in the project in its current form. Given that some 18 million passengers a year are expected to use Vendôme station by 2021, a number of citizens and

⁵² STM, “New Vendôme station entrance building” working document, November 2016.

groups had hoped to see a more ambitious intermodal project that included other transportation modes and infrastructures along with the two main ones, the métro and AMT commuter trains.

The recommendations regarding intermodality can be broken down into two general categories: those related to the STM-AMT transfers and those regarding the link between the métro station and complementary transportation options.

In terms of STM-AMT transfers, the challenge is to optimize transfers from one network to the other, making them as efficient as possible in all directions, using the fewest stairs or elevators. The constraints are known, unavoidable and significant, and the proposed plan works. Moreover, with a good dose of creativity and tenacity, it would no doubt be possible to improve it by shortening certain routes or eliminating irritants: the recommendations reflect these concerns.

Regarding complementary transportation modes, whether connectivity between the project's users and transportation including taxis, Bixi bike sharing, carsharing and so on, the recommendations deal with working with municipal stakeholders to ensure that they actively endorse the principle of intermodality and provide the facilities needed for them to run safely and efficiently.

III. The architectural concept

Overall, the architectural concept was well received. The recommendations seek to enhance the passenger experience by opening up the spaces and taking advantage of the opportunity the project provides to contribute to passenger well-being and a pleasant atmosphere.

IV. Governance and public consultations

Citizens asked many questions about the management of the work site and how the mitigation measures would be monitored. These issues were barely raised in the briefs, likely because citizens found the answers clear and reassuring. The recommendations provide the means to promote dialogue with the community and ensure that commitments are honoured.

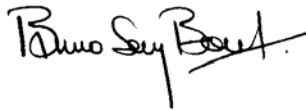
Lastly, with respect to the public consultation process, citizens lauded the measures taken by the partners (the STM, AMT and MUHC). The Commission noted the spirit of democracy and openness that drove the project's directors. The recommendations that have been formulated complement the experience acquired by the partners so that in future, all stakeholders will be able to benefit even more from the forum.

Lastly, the Commission wishes to applaud what it considers to be the great success of the STM's first-ever consultation. The Commission also commends the civic spirit of participants and their serious engagement in the process, and wishes thank all those who took part in this enriching demonstration of participative democracy.

Montréal, March 20, 2017

A handwritten signature in black ink that reads "Marguerite Bourgeois". The script is cursive and elegant.

Marguerite Bourgeois, Chair of the Commission

A handwritten signature in black ink that reads "Bruno-Serge Boucher". The signature is stylized and somewhat abstract.

Bruno-Serge Boucher, Commissioner

A handwritten signature in blue ink that reads "Jacques Besner". The signature is very stylized, featuring a prominent triangle shape at the beginning of the name.

Jacques Besner, Commissioner

Appendices

Information relating to the consultation

The mandate

On February 1, 2017, the Board of Directors authorized the creation of a commission in charge of holding a public consultation on the Vendôme Project.

The commission was tasked with disseminating information, gathering comments and opinions from ordinary citizens, and rendering findings, opinions and recommendations regarding the construction of:

- a pedestrian tunnel linking the McGill University Health Centre (MUHC), the STM's Vendôme métro station, the Vendôme commuter train station run by the Agence métropolitaine de transport (AMT), and the building located at 5100 De Maisonneuve Boulevard West; and
- a new entrance building for Vendôme métro station to meet the increase in passenger traffic expected as a result of the creation of the MUHC.

The Commission and its team

Marguerite Bourgeois, Chair

Jacques Besner, Commissioner

Bruno-Serge Boucher, Commissioner

Estelle Beaudry, Secretary-Analyst

The STM team and its partners

Stakeholders at the information session held February 21, 2017

(by order of registration)

Daniel Rotman, Mordechai Ludmr, Natalie Turner, Valerie Gold, Maureen Kiely, Bridget Blackadec, Liz McCallum, Violeta Stoica, Matthew McLaughlin, Sophie Katz, Stephane Kuch, Jo-Anne Wemmers, Robert Cox, Marlon Zolghber, Peter McQueen.

Participants who expressed their opinions (presentations, briefs, e-mail messages)

Presentations at the hearing held March 8, 2017

- Vendôme Village Association (brief)
- MUHC Users' Committee (brief)

- *Conseil régional de l'environnement* (brief)
- Anton W. Dubrau (brief)
- Violeta Stoica

Briefs or opinions without an oral presentation

- Jean Su (e-mail)
- David Martin (e-mail)
- Gillian Frontin (e-mail)
- *Transport 2000 Québec* (brief)
- Davinia E. Withington (e-mail)
- NDG Food Depot (e-mail)
- *Concertation Interquartier (CIQ)* (brief, letter of support)

Documentation

Documents available on the Vendôme consultation page:

<http://www.stm.info/en/about/surveys/public-consultations/Vendome>

- Corporate policy governing public consultations
- Presentation of the project during an information session held February 21, 2017
- Transcripts of the information session held February 21, 2017
- Vendôme station project plans
- Elevator capacity and dimensions
- Complementary information on bus route 77
- Briefs and e-mail messages received (see above)
- Transcripts of the hearing held March 8, 2017
- Videos of public sessions held February 21 and March 8, 2017

Other documents and reference links

STM, “Vendôme Project, access for all!”,

<http://www.stm.info/en/info/service-updates/stm-works/Vendome-0>

STM, “New Vendôme station entrance building” working document, November 2016.

Institute for Sustainable Infrastructure, Envision, <https://sustainableinfrastructure.org/envision/>

Agence métropolitaine de Transport (AMT), *Pôle multimodal Vendôme — Nouvel accès sécuritaire et facile vers le CUSM, 19 juin 2015* (document available in French only),

<https://www.amt.qc.ca/fr/actualites/nouvelles-evenements/nouvelles/pole-multimodal-Vendome-nouvel-acces-securitaire-et-facile-vers-le-cusm>

List of recommendations

Recommendation 1:

The Commission recommends that the STM and its partners do everything in their power to meet the highest standards of universal accessibility due to the presence of the MUHC in order to ensure optimum access for users with mobility impairments, such as the elderly, people who walk with a cane, crutches or a walker, parents with strollers and others, both during and after completion of the construction work.

Recommendation 2:

The Commission recommends that the STM better assess the needs and potential use of public transit by clients with mobility impairments, by analyzing passenger counts and traffic data, categorized by transit mode and by destination, and making this information publicly available. This information can prove critical in making decisions or in setting priorities given the potential number and types of passengers who could make use of public transit, but do not due to a lack of accessibility.

Recommendation 3:

The Commission recommends equipping these spaces with all the rest amenities and equipment that can potentially facilitate the journey for users while enhancing safety on the premises. Special attention must be paid to monitoring and safety measures in and around the facilities to effectively protect and reassure a more vulnerable user population (protected areas, floor markings, cameras, etc.).

Recommendation 4:

The Commission recommends that the STM provide clear signage, both during and after completion of the work, to streamline foot traffic between the métro, commuter train station, MUHC and nearby medical buildings. During construction work, this signage must specify that the existing tunnel is open, and once the work is completed, that both tunnels are open but that only one is universally accessible.

Recommendation 5:

The Commission recommends that, as a mitigation measure during construction, improved bus service to the MUHC be provided for users with mobility impairments, for whom bus route 77 unduly increases transit time. Examples of potential improvements were given during the consultation: the addition of a bus stop for route 77 at Vendôme métro station or the introduction of a shuttle service. The Commission has no particular preference but considers that this improvement should be planned as a mitigation measure during the work and re-evaluated thereafter.

Recommendation 6:

The Commission recommends that the STM review the construction plans to assess the feasibility of:

1. Removing the partition separating, within the tunnel, the fare-paid zone of the métro station and the non-fare-paid zone leading from the AMT station and including exit turnstiles and, if possible, one or more métro entry points (without attendants) to provide fast and direct access to and from the eastbound métro platform, thereby saving AMT users from having to travel up to the entrance building only to go back down to the métro station.
2. Adding escalators wherever possible.

Recommendation 7:

Given the neighbourhood's residential character, the anticipated significant increase in traffic and the disturbances linked to the construction work, and in order to improve intermodality at the station, the Commission recommends that the STM, the Côte-des-Neiges–Notre-Dame-de-Grâce borough and perhaps the MUHC work together to:

1. Establish on De Maisonneuve Boulevard West, in front of the existing entrance building, a drop-off zone with a very wide turnout (indentation in the sidewalk) at this location for drivers dropping off passengers.
2. Provide facilities for cyclists (bike racks and Bixi station) during and after completion of the work.
3. Manage pedestrian movements to allow for the safe coexistence of the various modes of transportation during and after completion of the work (pedestrian zones, pedestrian crossings with ground markings, traffic signals for pedestrians with audible warnings, etc.).
4. Assess the possibility of allowing carsharing vehicles to use the MUHC's existing parking lots. For example, the MUHC could share a few spots at the north end of its indoor parking lot, which would free up street parking spots north of De Maisonneuve Boulevard West, which are intended for residents.

Recommendation 8:

In order to foster public and active transit use, the Commission recommends to the STM and its partners that they better plan intermodal movements both inside and outside Vendôme station.

Recommendation 9:

Furthermore, with a view to continuously improving its practices and fostering a more diverse transportation mix, the Commission recommends to the STM and its partners that they better plan intermodal movements before starting their projects in future.

Recommendation 10:

To foster a heightened sense of safety, boost the conviviality of the premises and increase the brightness of the AMT/MUHC area, the Commission recommends pushing back the rental spaces separating the STM and AMT as far as possible toward the south in the new entrance building.

Recommendation 11:

Regarding the exterior layout, the Commission recommends installing urban furniture such as benches and shelters around the new bus loop, as well as creating a vegetation plan for the site and the impact wall in order to ensure the sustainability of the greening measures.

Recommendation 12:

In order to maintain continuous contact with citizens during the construction phase, the Commission recommends that the STM:

- Identify a new or existing entity to serve as a liaison committee to handle communications between the STM and stakeholders throughout the project.
- Take measures to ensure that commitments regarding the provision of information to residents be honoured, namely by guaranteeing the establishment of an interactive hotline dedicated to work-related problems, especially noise, dust and truck traffic.

Recommendation 13:

In order to foster citizen participation and enable citizens and stakeholders to properly prepare, present well-reasoned opinions and draft briefs, the Commission recommends to the STM that it:

- Allow for more time between, on the one hand, the announcement of the consultation, publication of relevant information and scheduling of the information session, and on the other hand, the presentation of briefs.
- Provide stakeholders with complete and clear information, in plain language, in a format that makes it easier to process and analyze, and in a spirit of open government.
- Revise the structure of the STM website and consider creating a standardized section dedicated to public consultations. The section could host all information available on past and current consultations, in addition to the operating rules for the above-mentioned consultations. The STM's home page should feature a hyperlink to the Vendôme Project for its entire duration.
- To reach a wider audience, consider other consultation methods, namely those made possible by information technology such as webcasts and Twitter events.