

TORONTO TRANSIT COMMISSION REPORT NO.

MEETING DATE: November 18, 2013

SUBJECT: ISLINGTON STATION – TEMPORARY BUS TERMINAL

ACTION ITEM

RECOMMENDATIONS

It is recommended that the Board:

1. Note that:
 - a. owing to ongoing deterioration of the concrete slab underneath the bus terminal at Islington Station, it must be closed for repairs within three years or less;
 - b. the current bus terminal is very busy, and is used by three TTC routes and fourteen Mississauga Transit (MiWay) bus routes, all of which will likely have to be accommodated in some alternative arrangement when the terminal is closed;
 - c. the closure of the bus terminal will require that a temporary bus terminal be constructed in the area adjacent to the current bus terminal;
 - d. TTC staff will report back in February 2014 on the property requirements, cost estimate and funding sources for the temporary bus terminal at Islington Station;
2. Formally advise the City of Toronto and Build Toronto that the TTC may require the use of some portion of the lands at 3326 Bloor Street West and 1226 Islington Avenue for the temporary bus terminal, the extent, scope and duration of which will be determined in consultation with all parties;
3. Request the City of Mississauga to formally confirm by December 15, 2013 that they require accommodation for MiWay buses in the temporary bus terminal beginning in January 2017, and to advise if they agree in principle to a cost-sharing agreement for the design and construction of this temporary terminal;
4. Request Metrolinx to provide a firm schedule for the construction of the Kipling Mobility Hub regional bus terminal at Kipling Station; and
5. Forward this report to the Ministry of Transportation of Ontario.

FUNDING

Funds for the temporary bus terminal at Islington Station are available in Project 3.4 Structural Paving Rehabilitation Program, under the State of Good Repair/Safety Category as referenced in the 2013-2022 Capital Programs books noted on pages 599-604, as approved by Council on January 16, 2013.

BACKGROUND

Current Bus Operations at Islington Station

Islington Station is located on the north-west quadrant of the Bloor/Islington intersection and comprises of a bus terminal with 9 bus bays, a passenger pick-up and drop-off (PPUDO) area, taxi stands, and a commuter parking lot with approximately 534 spaces (ref. Figure 1).

The bus terminal has frontage on both Islington Avenue and Bloor Street, though all buses enter and exit via Bloor Street (ref. Figure 2). It is served by 3 TTC bus routes and 14 MiWay (Mississauga Transit) bus routes, with approximately 33,000 customers per day using buses at this station. Approximately 90 buses per hour operate into and out of this bus terminal during the AM peak, with two thirds of that bus volume represented by MiWay services. MiWay buses operate in the bus terminal under the terms of a lease agreement that will expire on December 31, 2016.

Structural Repair Requirements at Islington Station

A structural condition survey and investigation of Islington station revealed severe deterioration of the reinforced concrete slab in the bus terminal area (BT2) where buses travel over the passenger area, the AC Switchboard Room, and several storage and equipment rooms in the concourse area of the station. The deterioration is severe enough in some areas to require the closure of the 2 northern-most bus bays due to concerns with the structural capacity of the deteriorated slab to carry live bus traffic. Refer to attached Figure 3 for the location of the concrete slab BT2 and Figure 4 for photographs of the noted deterioration.

An on-going program has been established to monitor the deterioration of slab BT2 and to ensure that further deterioration does not result in failure of the slab. Based on the investigations conducted to date, it is recommended that the partial usage restrictions remain in place and that the concrete slab be replaced by no later than December 2015. This timing could potentially be extended to December 2016 if additional shoring is installed and the 2 northern-most bus bays remain closed. Repair and rehabilitation of the existing structure would take more than 2 years and require the total closure of the existing terminal.

Redevelopment and Easier Access at Islington Station

Due to the original “slotted” style design of the bus bays, the complete redesign and reconstruction of the Islington Station bus terminal is required to implement easier access, similar to the recently completed work at Victoria Park Station. This will also provide greater flexibility for bus operations at the station.

In 2009, City Council declared the properties at 3326 Bloor Street West and part of 1226 Islington Avenue (Islington Station) as surplus, and authorized Build Toronto to develop these

lands with a significant commercial component. The transfer/turnover is subject to the retention of interests required by law and the retention of areas and interests required to satisfy TTC operational requirements. The development plan has not been finalized, and as such transfer/turnover agreements with Build Toronto have yet to be negotiated and formalized.

To facilitate the Islington Station redevelopment, TTC was developing a concept for a TTC-only bus terminal concurrently with the development of the Kipling regional bus terminal design. The existing slotted-style bus terminal would be reconfigured to a fully-accessible island-style, which would be located in the north-east corner of the Islington Station lands (ref. Figure 5).

The Islington Station design work was put on hold following the transfer of the Kipling regional bus terminal project to Metrolinx in 2008, recognizing that reconfiguration of the Islington bus terminal cannot proceed until a firm schedule is established for the shift of MiWay buses from Islington Station to a new bus terminal at Kipling Station. Build Toronto has since been considering redevelopment plans for the Islington Station properties including a TTC-only bus terminal, but these plans have not been finalized.

Status of the Kipling Mobility Hub

A regional bus terminal at Kipling Station has been considered at various times over several decades. The most recent initiative began in 2003, culminating in a report entitled *Kipling/Islington Bus Operations Study Final Report*, which was approved by the TTC in 2004. The recommended plan included a new 14-bay regional bus terminal on lands currently occupied by the PPUDO and a portion of the existing Kipling (north) commuter parking lot, largely within the right-of-way owned by Hydro One

The main purpose of a regional bus terminal at Kipling is twofold:

1. to relocate MiWay buses from Islington Station to Kipling Station, to allow redevelopment of the City-owned lands now occupied by the bus terminal at Islington Station, and
2. to accommodate the connection of planned future GO bus rapid transit service from outside Toronto via Highway 427 and Dundas Street West to the Bloor-Danforth Subway.

In 2008, the project was handed over from TTC to GO Transit/Metrolinx. Metrolinx developed a revised Mobility Hub Public Realm Plan for the Kipling regional terminal in the same location as the original TTC design concept. The Metrolinx concept was approved by the Design Review Panel in 2009 (ref. Figure 6). Although Hydro One had previously given TTC permission to use the hydro right-of-way for the new bus terminal, by the time Metrolinx had completed the new mobility hub plan, Hydro One had changed its policies on third party use of its rights-of-way and considered its previous permission to be no longer applicable. This change in Hydro One policy also impacts the development of a TTC-only bus terminal at Islington Station.

Metrolinx has since been pursuing an alternate design concept that does not require Hydro

property, but to date a new design has not been finalized. The Mayor of The City of Mississauga has, by letter dated October 23, 2013, expressed concern to the Premier of Ontario with this lack of progress on the regional bus terminal, detailing the chronology of events from initial planning to present. The letter further indicates that any added costs for the City of Mississauga resulting from delays beyond the date when their lease expires at Islington Station should be the responsibility of the Province. A copy of this letter is appended as Attachment 1.

DISCUSSION

As the structural repairs, accessibility requirements, potential redevelopment of the Islington Station lands and the relocation of the MiWay buses are interrelated, the TTC's investment in this station must be strategically planned with all these issues considered.

To maintain the existing terminal in operation, the estimated cost for the structural repairs and rehabilitation work is \$15 million. Logically it would be preferable to redevelop the station property and provide a new accessible terminal rather than repair the existing one. However, the timing of Build Toronto's redevelopment is uncertain, as is the timing of the Metrolinx's Kipling regional bus terminal which is pivotal to the feasibility of the redevelopment at Islington. With no firm plans for either of these locations, it has become clear that a temporary bus terminal will be required at Islington regardless of whether the existing bus terminal is repaired, or if the repair is deferred in favour of a later redevelopment.

The temporary terminal should not preclude the ability to construct a new accessible TTC-only terminal to the north of the existing terminal. Since the temporary terminal needs to be in close proximity to the station entrance, the lands at 3326 Bloor Street West, immediately west of the existing terminal, is the best location. It is therefore recommended that once the design concept for the temporary terminal is finalized that the TTC's needs for the portion of these lands required be formally communicated to the City of Toronto. The extent of the impact of the temporary bus terminal on 3326 Bloor Street will be established through the detailed design process. Appropriate City of Toronto and Build Toronto representatives will be included in the development of the detailed design for the temporary terminal.

Due to the expected duration of use, the temporary terminal will need to incorporate at least a base level of passenger comfort amenities, including covered walkways connecting to the station entrance, sheltered waiting areas and improved lighting. The required size of the temporary terminal, and therefore the impact on the 3326 Bloor Street West site, is dependent on whether or not MiWay buses will need to be accommodated after 2016. Although it must be confirmed through formal communication, based on the information provided by the Mayor of Mississauga in Attachment 1, it is anticipated that Metrolinx is not in a position to provide the regional bus terminal at Kipling Station in the foreseeable future. Therefore, MiWay buses will likely need to be accommodated in the temporary terminal at Islington Station.

Considering that two-thirds of the existing Islington Station bus terminal is required to accommodate MiWay buses, it is appropriate to request the City of Mississauga to share the costs of the design and construction of the temporary bus terminal. Through the letter in

Attachment 1, the City of Mississauga is taking the position that this cost should be borne by the Province. Wherever the funding originates, TTC needs agreement in principle that the costs for the temporary terminal will be shared.

If the City of Mississauga is agreeable to a cost-sharing arrangement, TTC and Mississauga Transit staff will initiate the development of designs and cost estimates for the temporary terminal to establish the basis for discussing cost sharing. Due to the lead time required to undertake such a process, the City of Mississauga is being asked for their position no later than December 15, 2013.

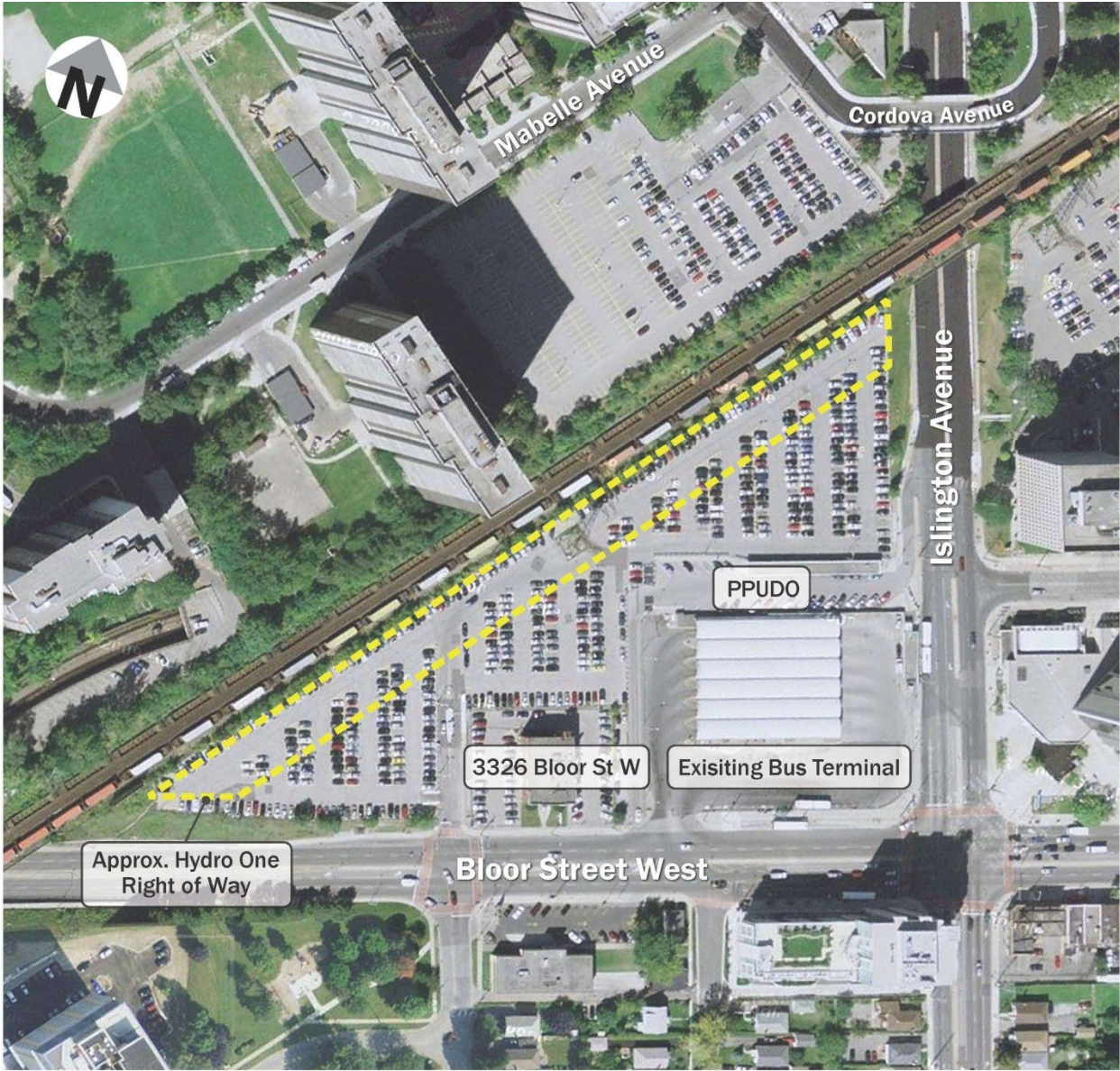
JUSTIFICATION

A temporary bus terminal is required to be constructed at Islington Station due to the deteriorated structural condition of the existing terminal.

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- Figure 1 – Islington Station Site Layout
- Figure 2 – Islington Station Bus Terminal
- Figure 3 – Concrete Slab Locations
- Figure 4 – Concrete Slab Condition Photos
- Figure 5 – Islington Station – TTC-Only Bus Terminal Concept
- Figure 6 – Kipling Station Mobility Hub Plan
- Attachment 1 – October 23, 2013 Letter from Mayor Hazel McCallion to The Honourable Premier Kathleen Wynne

Figure 1 – Islington Station Site Layout



Existing Conditions at Islington Station

Figure 2 – Islington Station Bus Terminal

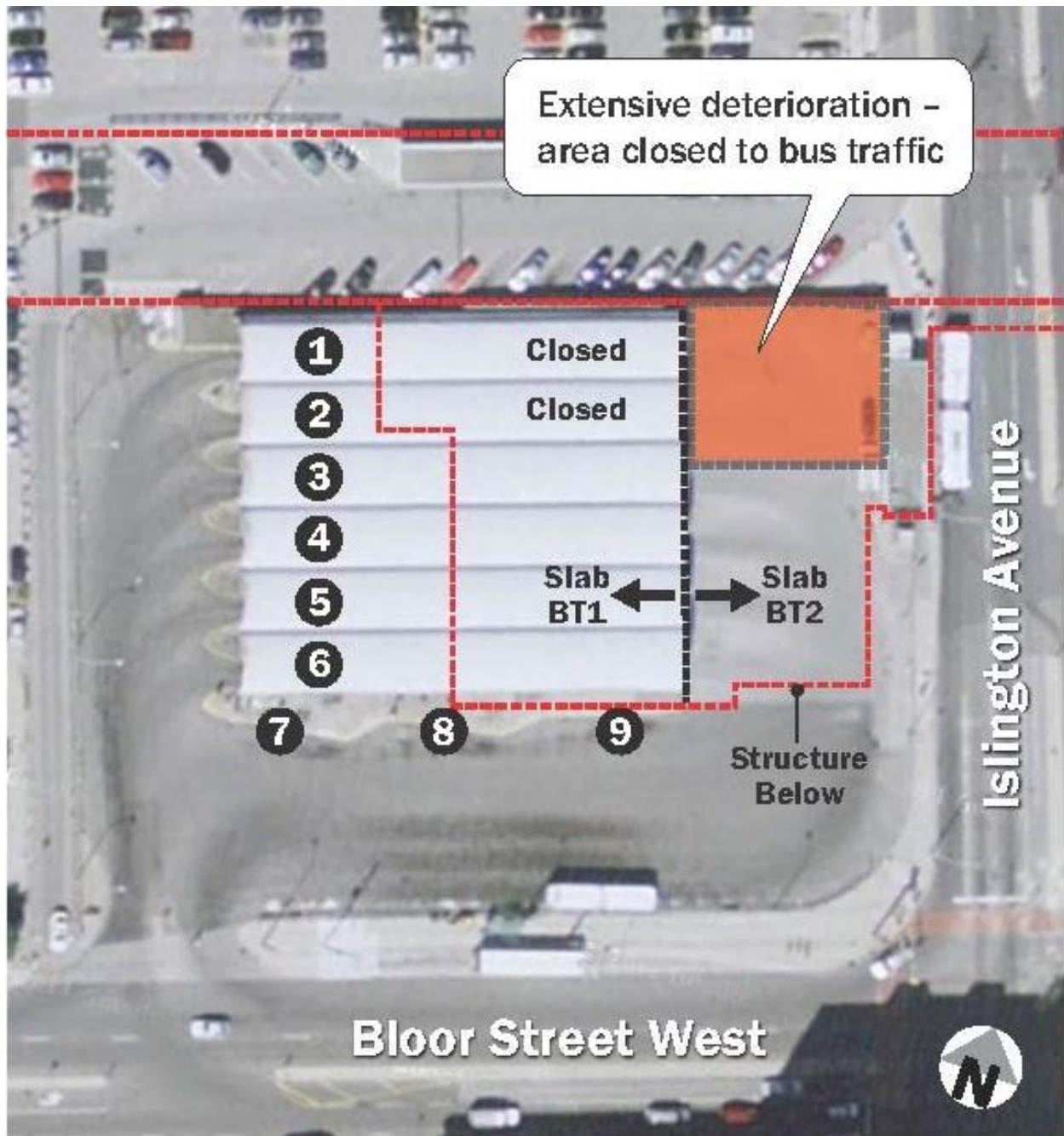


Islington Station Bus Terminal

Existing Conditions

-  Bus Bay
-  TTC
-  Mississauga Transit

Figure 3 – Concrete Slab Locations

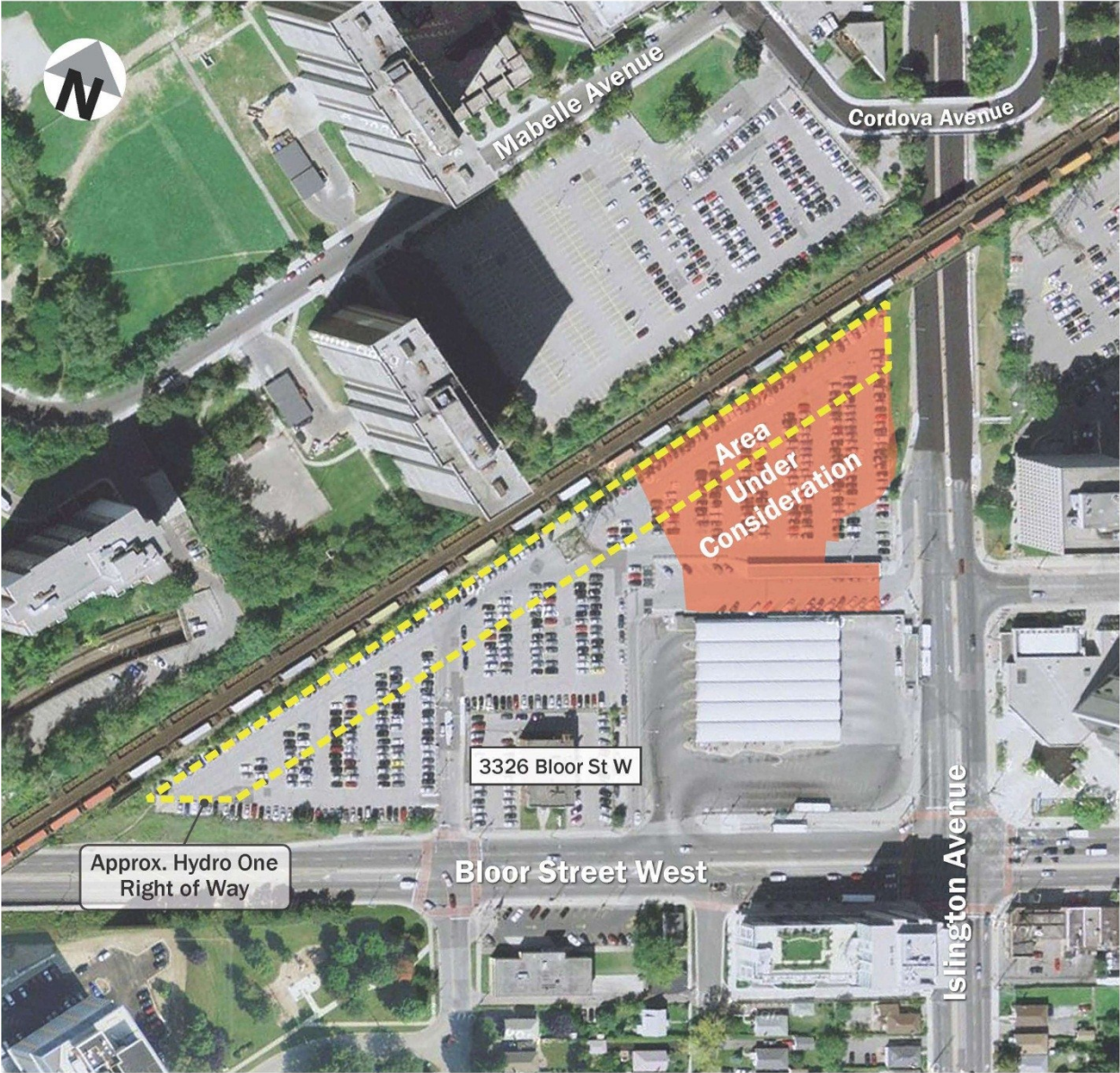


Existing Islington Bus Terminal Structural Issues

Figure 4 – Concrete Slab Condition Photos



Figure 5 – Islington Station – TTC-Only Bus Terminal Concept



TTC Proposed Location for new Islington Bus Terminal

Figure 6 – Kipling Station Mobility Hub Plan



Metrolinx concept for Kipling Station Regional Bus Terminal



OFFICE OF THE MAYOR

October 23, 2013

The Honourable Kathleen Wynne
Premier of Ontario
Main Legislative Building
Room 281
Toronto, Ontario
M7A 1A1

Dear Madam Premier:

Re: Kipling Inter-Regional Transit Terminal

The City of Mississauga, through MiWay, operates 14 inter-regional transit routes between the Toronto Transit Commission's Islington Subway Station and most areas of our city serving 9000 people on an average weekday. In 2003 planning to move MiWay operations from Islington to Kipling commenced and on May 8, 2007 the Ministry of Transportation advised they were prepared to subsidize the construction of an inter-regional terminal at Kipling providing connections between GO Transit, the Toronto Transit Commission (TTC), and MiWay. The new facility was to open in 2012. We have been advised by Metrolinx staff that the earliest feasible date is early 2018, 11 years after project approval.

The project has been delayed several times for reasons beyond the City's control but within the influence of provincial agencies of Metrolinx and Hydro One. At the time of writing, there is no precise location or time of completion for this key piece of inter-regional transit infrastructure.

You are undoubtedly aware of our concerns regarding the delay in the Kipling Subway project due to Hydro One changing its mind and not allowing it to proceed, which we communicated to the former Premier Dalton McGuinty, the former Minister of Transportation Bob Chiarelli and the current Minister of Transportation, Glen Murray. A chronology of this project is enclosed.



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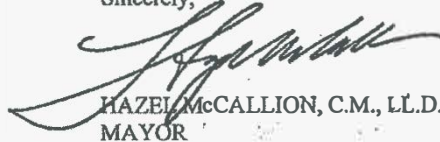
On August 16, 2013, the City received a letter from the TTC advising that the condition of their Islington Station has deteriorated to such an extent that current operations are curtailed and all MiWay operations are at risk. The structure requires immediate remediation at a cost of \$3 million to be followed by more extensive renewal work ranging in cost from \$15 – 70 million depending on the scope. MiWay's current lease at Islington Station runs out on December 31, 2016 and renewal of the station infrastructure must begin prior to lease expiry. The TTC is seeking a significant capital contribution from Mississauga. The specific details of this request have been shared with Metrolinx staff.

The City of Mississauga already subsidizes the capital and operating costs of these inter-regional services and pays annual license and maintenance fees of \$366,468 to the TTC for the use of the surplus capacity at Islington Station. I believe that the taxpayers of Mississauga should not be subsidizing hard transit infrastructure within Toronto. The City's contribution of \$5.5 million towards the construction of the inter-regional terminal at Kipling as requested by Minister Cansfield in her letter of May 27, 2007 remains in our capital budget.

The incremental capital costs associated with our delayed departure from Islington Station are directly attributable to provincial agencies and the City of Mississauga is looking for the province to assume the consequential financial responsibilities.

Given the present state of Islington Station our services could be forced onto the street in the near future and therefore, a timely response is required.

Sincerely,



HAZEL McCALLION, C.M., LL.D.
MAYOR

cc: The Honourable Glen Murray, Minister of Transportation and Infrastructure
Members of Council
Bruce McCuaig, Chief Executive Officer, Metrolinx
Karen Stintz, Chair, Toronto Transit Commission
Andy Byford, Chief Executive Officer, Toronto Transit Commission
Janice Baker, City Manager
Martin Powell, Commissioner, Transportation and Works
Geoff Marinoff, Transit Director

Enc.

KIPLING INTER-REGIONAL TERMINAL PROJECT CHRONOLGY

As a former end-of-line station, the Toronto Transit Commission (TTC)'s Islington Subway Station currently houses a regional bus terminal, providing an interface between the TTC and MiWay (Mississauga Transit).

In 1980 the subway was extended west to Kipling Station causing the bus bays at Islington to be surplus to the TTC's requirements. Over time Mississauga Transit expanded services to this location developing this key inter-regional connection within the GTA.

Since that time, a number of studies have considered opportunities for relocating the regional bus terminal to the Kipling Station.

- 2003:** TTC retained iTrans Consulting Inc. to conduct a Kipling / Islington Redevelopment Strategy Study ("iTrans report"). That study recommended the construction of a bus terminal at Kipling Station to serve MiWay and GO Transit replacing the existing regional bus station at Islington Station along with related modifications to existing TTC services at Kipling Station.
- Oct 2006:** Conceptual Design Report for Kipling & Islington Stations was submitted and accepted in principle by key stakeholders including TTC Service Planning, GO, MiWay and City of Toronto Planning subject to a number of conditions and comments.
- Dec 2006:** TTC and City of Toronto approached the Province to fund the Kipling Station redevelopment. The TTC and MiWay agreed to pay a minor portion of the redevelopment costs.
- April 2007:** TTC submitted 30% Preliminary Design Review documents. This proposal is acceptable to operators.
- May 8 2007:** Ministry of Transportation advised that their primary interest in subsidizing the Kipling Terminal is due to its strategic importance within the GTA as an inter-regional connection between MiWay, GO and the TTC. GO Transit was to lead this project.
- Jul 2007:** City of Toronto Design Review Panel did not support the initial TTC proposal.
- Nov 15 2007:** TTC adopted a staff report to hand over design and construction responsibilities to GO.
- Dec 2007:** Project leadership handed over to GO.
- Jan 2008:** Design Review Panel again declined to support the revised scheme submitted by GO.

KIPLING INTER-REGIONAL TERMINAL PROJECT CHRONOLGY

- May 2008:** The Design Charette directed GO to conduct an Urban Design Study to address issues identified and pattern the Kipling terminal into a Mobility Hub.
- Jun 2008:** Minister of Transportation requested Metrolinx to lead the project.
- Oct 2008:** Hydro One met with Metrolinx and advised that they do not generally allow structures to be built in hydro corridors however, they will allow the construction of the bus terminal as it is an extension of the existing Kipling Station and dedicated to transit use.
- Oct 2008:** Metrolinx hired Planning Alliance, MRC and Barry Lyons to help develop new design.
- Dec 23 2008:** Consultants - Planning Alliance submitted a draft report on the Mobility Hub.
- Jul 20 2009:** Metrolinx finalized the Design Concept Development Study, an urban design and schematic vision for the station and surrounding areas to establish the site as a Mobility Hub in support of the RTP and City of Toronto's urban design objectives.
- Jun 23 2010:** 25% design presented with a projected completion date of 2014.
- Fall 2010:** Hydro One rejected the design indicating they will not allow any new buildings or structures in the hydro corridor. Disallowed structures included transit facilities such as bus terminals, kiss n rides, etc, where people congregate and wait as they are considered assembly places. They will however, allow surface parking. An option of burying the transmission lines was estimated to be over \$60 million. Moreover, a number of existing underground utilities in the corridor must be accommodated along with the Hydro lines.
- Jun 25 2012:** Metrolinx proposed an option of relocating the terminal to Westwood lands. This proposal was not acceptable to stakeholders (TTC, MiWay, GO Transit and Build Toronto).
- Oct 2012:** Request for Proposal (RFP) for a feasibility study to relocate the terminal to the west was released and a kick-off meeting was scheduled for November 2012.
- Nov 12 2012:** Mayor McCallion spoke with President & Chief Executive Officer Bruce McCuaig of Metrolinx and was informed that the planning process for the terminal in the west parking lot has been launched and if everything goes well, the project is anticipated to be completed by 2017.
- Nov 19 2012:** Mayor McCallion wrote a letter to Premier Dalton McGuinty expressing concern over the delays to this project.

KIPLING INTER-REGIONAL TERMINAL PROJECT CHRONOLGY

Dec 18 2012: The first of four intended Transit Advisory Committee (TAC) meetings - comprised of staff from MT, GO, TTC, City of Toronto, Hydro One and Metrolinx - convened to kick off the Kipling Bus Terminal Feasibility Study on a westerly site beyond the Hydro One corridor with a semi-buried access tunnel connecting the TTC subway.

Presented concept was agreeable with some modifications. Study proposed to be completed by July 2013 with a projected completion date of mid-2017 for the new terminal at Kipling.

Feb 7 2013 TAC #2 convened with stakeholders accepting the proposed design as it will address most of the concerns of operators and Hydro One.

Feb 8 2013 Letter to Mayor McCallion from Bruce McCuaig indicating that the earliest in-service date is to be late 2017.

Subsequent: Design refined to accommodate comments and regulatory inputs. However, the anticipated completion schedule for the Bus Terminal Feasibility Study remains undetermined at this time as Metrolinx is directed to also analyze the potential of alternatives on the original site within the Hydro One corridor. No updated timeline for engaging the community or going to the Design Review Panel. Metrolinx is expected to have the analysis of alternatives completed by fall 2013.