

TORONTO TRANSIT COMMISSION REPORT NO.

MEETING DATE: March 26, 2014

SUBJECT: ISLINGTON STATION – TEMPORARY BUS TERMINAL

ACTION ITEM

RECOMMENDATION

It is recommended that the Board:

1. Request Metrolinx to provide a funding commitment by April 30, 2014 for their preferred method of maintaining MiWay bus operations at Islington Station, based on the following alternatives and associated risks as described in this report:
 - a. A temporary bus terminal for MiWay buses on the Islington Station lands, with an estimated service life of 10 years, a capital cost of approximately \$20 million and annual costs for commuter parking revenue losses plus related operating commitments; or
 - b. Structural shoring of the existing bus terminal, with an estimated service life of 4 years and a capital cost of approximately \$10 million;
2. Request the City of Toronto to provide assistance in expediting any required approvals for Metrolinx's preferred method of maintaining MiWay bus operations at Islington Station in consideration of the urgency of addressing the issue of public safety;
3. Forward this report to the City of Mississauga; and
4. Forward this report to the Metrolinx Board and to the Ministry of Transportation of Ontario.

FUNDING

Funds for the work required to maintain TTC bus operations as part of the alternatives discussed in this report are available in Project 3.4 Structural Paving Rehabilitation Program, under the State of Good Repair/Safety Category as referenced in the 2014-2023 Capital Budget noted on pages 481-484, as approved by City of Toronto Council on January 29/30, 2014.

Funds for the work required to maintain MiWay bus operations at Islington Station are being requested from Metrolinx as outlined in this report.

BACKGROUND

In considering the Report titled "Islington Station – Temporary Bus Terminal", the Board, at its November 18, 2013 meeting, adopted the following:

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.

DISCUSSION

MiWay and Metrolinx Communications

At its meeting on December 11, 2013, the City of Mississauga Council resolved that accommodation for MiWay buses in a temporary terminal at Islington Station is required beginning in January 2017, based on the fact that Metrolinx will not be able to provide a new inter-regional bus terminal at Kipling Station prior to that time. However, it is the City of Mississauga's position that any costs attributable to MiWay for the design and construction of a temporary terminal at Islington Station are the responsibility of the Province. This position was communicated to the Premier of Ontario, the Minister of Transportation and the CEO of Metrolinx.

In a January 30, 2014 letter, Metrolinx has advised that they are continuing to pursue the implementation of a new inter-regional bus terminal at Kipling Station as quickly as possible. However, while progress is being made, they will not have this facility in place prior to late 2019.

Temporary Bus Terminal

Following the Board's direction, in late November 2013 TTC staff held meetings with various stakeholders to develop and refine the requirements for the temporary bus terminal. These stakeholders included Build Toronto, MiWay, City of Toronto Transportation Services Division, City of Toronto Planning Division, and various TTC Departments. Through these meetings, the following key requirements were agreed to guide the development of temporary terminal options:

- Provision of 6 busbays and 9 layover spaces for MiWay buses;
- Provision of 3 busbays and 2 layover spaces for TTC buses;
- No impact to bus operations during construction;
- Maintenance of the existing Passenger Pick Up and Drop Off facility;
- Passenger transfers to the subway concourse are weather protected and do not conflict with bus movements;
- All passenger platforms must be outside the Hydro One lands; and
- Sufficient land with access from Bloor Street West must be provided to meet Build Toronto's commitments for a temporary sales center for Tridel Developments in support of surplus land redevelopment.

A long list of alternative concepts was developed and reviewed for compliance with the above key requirements. The selected concept is a perimeter terminal design located adjacent to the existing bus terminal as shown in the attached Figure 2.

Under this concept, all MiWay buses operate within the new temporary terminal while all TTC buses operate in the southern portion of the existing Islington bus terminal located off of the structural slab. Therefore, all design and construction costs for the temporary terminal concept would be attributable to MiWay, and in turn the Province.

The order of magnitude construction cost estimate for the temporary bus terminal is significant at over \$20 million. The construction of the temporary terminal would also require the closure of the Islington (Main) commuter parking lot, resulting in the loss of 534 parking spaces. This results in a potential under capacity of approximately 225 spaces at Islington Station without considering the loss of the Cordova parking lot. Any operating expenses associated with the parking lot (Hydro One license fee, property taxes, etc.) would have to be assumed by Metrolinx to keep the TTC whole.

While the temporary bus terminal is achievable, given the high estimated costs of this option for addressing the safety concerns at the Islington Station bus terminal, the various stakeholders felt it prudent to develop a further alternative as described below.

An Alternative Approach

Metrolinx has indicated that they are continuing to pursue the implementation of a new inter-regional bus terminal at Kipling Station, which would house all MiWay buses currently operating at Islington Station, and that this could be completed by late 2019.

This prompted the investigation of a different approach to address the immediate safety concerns at Islington Station not involving the construction of a temporary bus terminal. A preliminary scope is being developed for this approach to allow the continued use of the existing bus terminal beyond 2016 by taking the following actions:

- Provide extensive shoring of the existing concrete slab by installing structural steel posts and beams;
- Undertake structural repairs in key areas of the concrete slab; and
- Carry out monthly inspections of the shoring and concrete slab over the entire period that the concrete slab remains in use as a bus transfer area.

The construction and engineering feasibility of this approach needs to be confirmed as the scope becomes more refined.

The intent of this approach would be to keep the existing terminal operational until late 2019 at which time MiWay bus operations would be moved to Kipling Station. An order of magnitude estimate for this approach is in the range of \$10 million. Under this approach the two northernmost bus bays of the existing bus terminal would remain closed due to the current extent of structural deterioration.

While this approach is potentially less costly than constructing a temporary bus terminal, it carries with it much uncertainty and risk. The deterioration rate of the concrete slab cannot be predicted, and could accelerate in the future. In this event, the structural steel shoring could no longer be effective at extending the life of the concrete slab and the bus terminal would have to close. Also, while Metrolinx aspires to have the new inter-regional bus terminal at Kipling Station open in 2019, environmental assessment approvals and detailed designs are not in place for this facility. Any delays in approvals, or complications during design or construction would make the delivery of this facility within five years very difficult to achieve.

The associated risk with this approach could result in MiWay buses being forced to move from the Islington bus terminal with no alternative location available. This will impact both MiWay and TTC customers. MiWay staff, in consultation with TTC Service Planning, are developing a service reduction plan to address this possibility, including predicted impacts on ridership.

Next Steps

Whether the temporary terminal or the structural shoring is selected to address the safety issues at Islington Station, it is clear that the vast majority of the costs are associated with maintaining MiWay bus operations. The City of Mississauga has resolved that these costs should be the responsibility of the Province, owing to the delay in Metrolinx providing a new inter-regional

terminal at Kipling Station. Furthermore, the risks associated with the structural shoring alternative have potential significant impacts on MiWay operations.

Given these facts, TTC staff have concluded that the decision on which alternative should be pursued to address the safety issues at Islington Station must be made by Metrolinx in consultation with MiWay. Metrolinx must undertake its own cost-benefit analysis of these alternatives considering the potential risks and in recognition of the fact that this investment will not contribute directly to the long term solution of the inter-regional bus terminal at Kipling Subway Station. MiWay staff are in agreement with this conclusion.

It is therefore recommended that Metrolinx be formally requested to provide TTC with a decision on a preferred approach, and to provide a firm commitment for the funding of the selected approach. Due to the lead time required to complete detailed designs and construct the selected alternative, Metrolinx must provide a response by April 30, 2014. Therefore, any further delay in receiving a decision from Metrolinx could result in TTC requiring MiWay buses to vacate the Islington Station bus terminal no later than 2016.

JUSTIFICATION

The deteriorated structural condition of the existing bus terminal at Islington Station requires a decision on a mitigation strategy no later than April 30, 2014.

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Figure 1 – Islington Station Existing Site Layout
Figure 2 – Temporary Bus Terminal Concept

Figure 1 – Islington Station Existing Site Layout

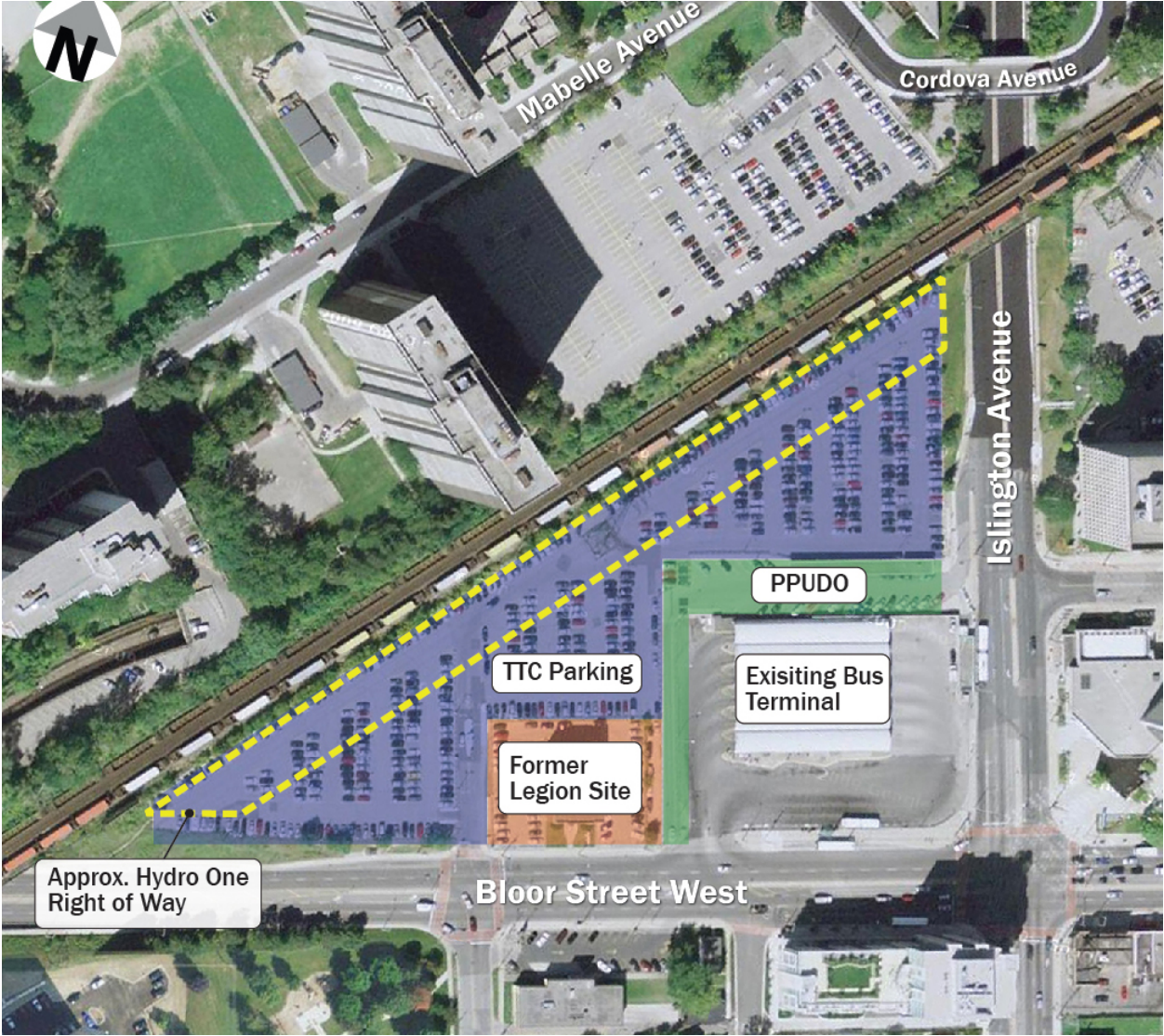


Figure 2 – Temporary Bus Terminal Concept

