



STAFF REPORT ACTION REQUIRED

Metrolinx Kipling Interregional Bus Terminal Project

Date:	March 23, 2016
To:	TTC Board
From:	Chief Executive Officer

Summary

This report provides an overview of the proposed Kipling multi-modal transportation facility, which will include the new Metrolinx Kipling Interregional Bus Terminal (Metrolinx Terminal) that will provide for a 14 bay interregional bus terminal servicing Mississauga Transit (MiWay) and GO Transit buses that will link directly with the TTC Kipling Station and the Kipling GO railway station. This report also seeks approval of the design concept for the Metrolinx Terminal and the proposed modifications to the TTC Kipling Station and authority for the execution of the agreements required to facilitate this project.

Recommendations

It is recommended that the Board

1. Approve, in principle, the revised design concept as set out in Attachment 5 for the Metrolinx Terminal and modifications to the TTC Kipling Station;
2. Authorize staff to execute all necessary agreements with Metrolinx, City of Mississauga, the City of Toronto and any other party, setting out the business arrangements relative to the funding obligations, real estate transactions, and responsibilities for the design and construction of the revised project, and commuter parking replacement in accordance with the principles as set out in Attachment 1;
3. In accordance with TTC Policy 8.2.0 (Disposal of Surplus Property, Acquisition of Real Property, Office and Short Term Leases), request that City of Toronto Real Estate Services declare surplus and negotiate the sale of the required property interests to Metrolinx at fair market value as identified generally in Attachment 8;

4. Request that City of Toronto Real Estate Services amend or enter into new licence agreements with Hydro One Networks Inc. for the purposes of the continued use and expansion of the TTC Kipling commuter parking lots based on the revised design concept for the Metrolinx Terminal;
5. Enter into all required agreements in a form satisfactory to the TTC's General Counsel; and
6. Forward this report to the Director, Real Estate Services, City of Toronto.

Implementation Points

TTC Board approval of the revised design concept for the Metrolinx Terminal and modifications to the existing TTC Kipling Station is required to facilitate the project. The City of Toronto will also be required to approve the design concept of the Metrolinx Terminal, through the City's Planning and Building approval processes, as well as approve the property transactions required to facilitate the project.

The establishment of the Metrolinx Terminal concept allows Metrolinx, City of Mississauga Transit (MiWay), TTC and the City of Toronto to enter into a Memorandum of Understanding (MOU) agreement that will set out the principles for the development of the Metrolinx Terminal. The key areas of the MOU are set out in Attachment 1 and include the following:

- Financial obligations of each of the parties;
- Real property matters;
- Design and construction provisions;
- Commuter parking replacement; and
- Operating, Maintenance, and Cost-Sharing Agreements.

Staff recommends that the Board authorize staff to negotiate and execute a MOU with Metrolinx, City of Mississauga, and the City of Toronto, setting out the business arrangements as outlined in Attachment 1.

Metrolinx will be carrying out a design-build delivery process for this project and is expecting to tender the project in the fall of 2016. Currently, Metrolinx have initiated preliminary design of the project and will progress this to 30% level prior to tendering the detailed design-build contract. TTC will be reviewing all levels of the preliminary design and detailed design for this project in accordance with the review processes described in the MOU.

Subsequent agreements between Metrolinx, TTC and the City of Toronto will be required to facilitate the construction and future operation of the Metrolinx Terminal. These agreements will include a construction licence agreement to allow for the construction of the Metrolinx Terminal. Additionally, maintenance and easement agreements will be

required to allow for the ongoing maintenance of the Metrolinx Terminal as well as public access between the stations.

As part of the project, the TTC commuter parking will be reconfigured. However, Metrolinx will ensure that parking is replaced based on a minimum of 1:1 based on the current parking allotment.

Financial Summary

The Province of Ontario, through the Ministry of Transportation, has committed to fund the acquisition of lands and the construction of the Metrolinx Terminal. City of Mississauga has also committed \$5.5 million in funding to the project. The MOU, between Metrolinx, City of Mississauga, TTC and the City of Toronto, will set out the financial obligations of all of the parties. The overarching principle of the financial obligations within the MOU, respecting TTC, is to keep TTC whole as a result of the Metrolinx Terminal project. This principle ensures that TTC is not burdened with any net additional costs on a go forward basis that are required to facilitate the Metrolinx Terminal project. These principles will be outlined in the MOU and further agreed to in subsequent agreements between TTC and Metrolinx. Any deviation from this principle will be reported back to the Board for approval.

The Chief Financial & Administration Officer has reviewed this report and agrees with the financial summary information.

Accessibility/Equity Matters

The Metrolinx Terminal will include a number of new accessibility components to ensure compliance with the Accessibility for Ontarians with Disabilities Act (AODA). The Metrolinx Terminal will include accessible elevators within the terminal entrance, main terminal building, and connections with GO Kipling Station and TTC Kipling Station. Metrolinx also proposes modifications to the existing Kipling GO Station and TTC Kipling Station to improve the existing accessible linkages between the facilities. Modifications to the TTC Kipling Station will include the addition of an elevator and modifications to the grading of the existing TTC Passenger Pick-Up and Drop Off (PPUDO) facility. Metrolinx will also modify the existing GO Kipling Station connection with the TTC Kipling Station to include the addition of an elevator providing for a direct accessible linkage between these two stations, where one does not exist today. The result of this project will be three completely interconnected accessible transportation nodes linking TTC, GO (rail and bus), and MiWay transit services.

Decision History

At its June 16, 2004 meeting, the TTC Board approved the “Kipling, Islington Bus Operation Study – Final Report – Overview and Recommended Concept” report. This

report, among other recommendations, approved the concept for the relocation of Mississauga Transit from Islington Station to Kipling Station.

https://www.ttc.ca/About_the_TTC/Commission_reports_and_information/Commission_meetings/2004/Jun_16_2004/Other/Kipling_Islington_Bu.jsp

At its September 20, 2006 meeting, the TTC Board approved the “Kipling Islington Redevelopment Strategy – Status of Conceptual Design and Cost Sharing Agreements” report, setting out the concepts for Islington and Kipling stations. This report also authorized staff to commence cost sharing discussions with Mississauga Transit, GO Transit and the Province of Ontario associated with the ownership, construction and operation/maintenance of the regional MT/GO bus terminal facility at Kipling Station.

https://www.ttc.ca/About_the_TTC/Commission_reports_and_information/Commission_meetings/2006/Sept_20_2006/Other/Kipling_Islington_Re.jsp

At its November 14, 2007 meeting, the TTC Board approved the “Kipling Station Redevelopment Handover to GO Transit” report which, among other recommendations, authorized staff to finalise the handover of the design and construction of the terminal, re-alignment facilities, and parking lots at Kipling Station to GO Transit as of November 15, 2007. Furthermore, authorization was given to TTC staff to execute an MOU with GO Transit, City of Toronto, and Mississauga Transit regarding the role and responsibilities of the various parties relating to the design, construction and funding of the Kipling Station Redevelopment.

https://www.ttc.ca/About_the_TTC/Commission_reports_and_information/Commission_meetings/2007/Nov_14_2007/Other/Kipling_Station_Rede.jsp

At its November 18, 2013 meeting, the TTC Board approved the “Islington Station-Temporary Terminal” report which, amongst recommendations, requested the City of Mississauga to confirm that they require MiWay buses to be accommodated at Islington Station beyond 2017. Furthermore the Board also approved the recommendation to request Metrolinx to provide a firm schedule for the construction of the Kipling Mobility Hub regional bus terminal at Kipling Station.

https://www.ttc.ca/About_the_TTC/Commission_reports_and_information/Commission_meetings/2013/November_18/Reports/Islington_Station_Te.pdf

At its December 19, 2013 meeting the TTC Board approved the “Commuter Parking Strategy” report which outlined the impacts of the planned closures of the TTC commuter parking lots at Islington and Kipling stations.

https://www.ttc.ca/About_the_TTC/Commission_reports_and_information/Commission_meetings/2013/December_19/Reports/Commuter_Parking_Lot.pdf

At its March 26, 2014 meeting, the TTC Board approved the “Islington Station – Temporary Bus Terminal” report which requested MiWay and Metrolinx to provide a funding commitment for their preferred method to maintain MiWay bus operations at Islington Station.

https://www.ttc.ca/About_the_TTC/Commission_reports_and_information/Commission_meetings/2014/March_26/Reports/Islington_Station_Temporary_Bus_Terminal.pdf

Issue Background

Islington Station

The initial planning for the relocation of MiWay from Islington Station to Kipling Station commenced in 2003. It was originally contemplated that MiWay would move from Islington Station in 2012 to free up Islington Station for improvements and future redevelopment purposes. In 2009 City Council declared the properties containing Islington Station as surplus (subject to the TTC retaining these areas required for maintaining station operations), and authorized Build Toronto to develop these lands. In 2013, TTC identified that the structural condition of a portion of the Islington Station Bus Terminal had deteriorated and requested that MiWay and Metrolinx provide a timeframe and funding commitment for the continuation of MiWay’s use of Islington Station.

In 2014, the TTC entered into two agreements with Metrolinx to extend the licence agreement for MiWay’s use of a portion of Islington Station to the end of 2019. Included in these agreements was the commitment by Metrolinx and MiWay to fund the temporary shoring of a portion of the Islington Station which was required to allow for MiWay’s continued use of the station. Metrolinx have confirmed that MiWay will remain at Islington Station until late 2019, which is the targeted date for the completion of the Metrolinx Terminal project.

Kipling Interregional Bus Terminal

In 2007, GO Transit took over the design and construction responsibilities of the Kipling Interregional Bus Terminal from TTC, including the design of the new interregional bus terminal, re-aligned facilities, parking lots and east entrance and east PPUDO. The 2007 design of the terminal and associated facilities is shown as Attachment 2. Following the take-over of the project from TTC, GO Transit/Metrolinx, progressed a revised terminal design to the 25% design stage in 2010.

Both designs put forward by TTC and Metrolinx, in 2007 and 2010 respectively, positioned the Metrolinx Terminal within Hydro One corridor lands, situated north of the existing TTC Kipling Station and south of Dundas Street West. Changes to Hydro One restrictions to developments within its corridors effectively required Metrolinx to redesign the placement of the terminal, positioning it outside of the hydro corridor.

Through the period of 2012-2015 Metrolinx undertook the Kipling Bus Terminal Feasibility Study. This study recommended a preferred preliminary design for the bus terminal that respected the requirements of Hydro One regarding development within the hydro corridor. The study also determined how the station area will work and look in the short to medium term (5 to 15 years). The feasibility study focused on the following:

- The new bus terminal layout and related changes to roads, sidewalks, parking lots, and landscaping;
- Improved pedestrian and cycling access to various transit modes across the station area; and
- Proposed changes to the Kipling GO Station to meet requirements of AODA.

The feasibility study proposed two options for the Metrolinx Terminal. Each of the options provided for a 14 bay bus terminal, located outside of the Hydro corridor with direct at-grade and below-grade connections to Kipling GO and TTC stations. The main differences in the options were the reconfiguration of the vehicular circulations and placement of the commuter parking and PPUDO facilities. Each of the proposed options are shown as Attachments 3 & 4. Option 1 includes a separate vehicular access point, Acorn Avenue, for the commuter parking lot. This option provides a direct pedestrian link with a large open plaza space connecting the Metrolinx Terminal and the TTC Kipling Station. Option 2 includes a new public road circulating around the commuter parking lot and PPUDO facility. Option 2 provides an indirect pedestrian connection and smaller plaza space than that of Option 1. Following stakeholder consultation and public meetings on the feasibility study, Metrolinx indicated that they would be proceeding with the preliminary design of Option 1.

Comments

Metrolinx Revised Design

Metrolinx have initiated a detailed review process with the TTC of the preliminary design of the Metrolinx Terminal and proposed modifications to the existing TTC Kipling Station facilities. Metrolinx have refined the design of the bus terminal relative to the TTC facilities to the south of the proposed terminal. The revised design is shown in Attachment 5. The design of the terminal varies slightly from that which was presented in Option 1 of the feasibility study. The Metrolinx Terminal contains 14 bus bays and has been elongated in order to accommodate the TTC transit facilities located to the south of the terminal building. This design also includes a pedestrian bridge connecting the Metrolinx Terminal with the Kipling GO Station. The following modifications to the TTC Kipling Station are foreseen:

- North PPUDO modifications including the addition of an elevator and re-grading improvements to provide for an accessible entrance;
- Direct underground connection to main PPUDO and Metrolinx Terminal;

- South entrance to TTC Kipling Station modifications to facilitate the addition of an accessible elevator and enlarged entrance, including washrooms and a ticket booth within the Kipling GO Station; and
- Landscaping and pedestrian pathway improvements around the TTC Kipling Station main entrance and main PPUDO entrance.

Metrolinx are not proposing any alterations to the existing main entrance, east PPUDO and entrance or bus station, including the TTC bus access and circulation.

Staff reviewed the revised design of the Metrolinx Terminal and modifications to the Kipling TTC Station and are in agreement with the revised concept. It is recommended that the Board approve the revised design concept in principle.

Commuter Parking Replacement

The existing TTC commuter parking arrangement and PPUDO configuration will also be impacted by the Metrolinx Terminal project. The existing Kipling North and Subway Crescent parking lots and PPUDO facility will be completely reconfigured as part of this project, as shown in Attachment 6. As a result, Metrolinx is proposing to provide additional parking spaces in an area that expands the existing Kipling South parking lot, as located within the hydro corridor, as well as within a property located at 915 Kipling Avenue, in addition to the hydro corridor to the north of this property. The Auckland Road hydro corridor includes vacant land that could also be available for commuter parking replacement. The parking expansion properties being explored by Metrolinx are shown in Attachment 7. The total replacement parking will, at a minimum, be equal to the total complement of commuter parking currently in existence.

The commuter parking and PPUDO space totals for this project are as follows:

Parking and PPUDO Reconfiguration	Existing	Proposed
Kipling North & Subway Crescent (Hydro Corridor)	636	230
Kipling South (Hydro Corridor)	829	997
915 Kipling & Hydro Corridor	0	240
Total	1465	1467
PPUDO Totals		
	59	121

Demand for commuter parking at Kipling Station is expected to increase as a result of the redevelopment of the properties encompassing Islington Station. In 2009, the Board and City Council declared the properties of 64-70 Cordova (TTC Islington-Cordova commuter parking lot) as well as 1226 Islington Avenue and 3226 Bloor Street West (TTC Islington-Main commuter parking lot) as surplus. This decision was partly based on the fact that parking utilization of these lots had dropped due to the TTC's change in its parking pricing structure at that time. This was furthered by the end goal for the redevelopment of these properties by Build Toronto. Since 2009, the TTC has seen a

significant rebound in commuter parking utilization at Islington and Kipling stations, as well as throughout the entire system.

Available property suitable for commuter parking around Kipling Station is severely constrained due to the fact that the station area is primarily owned by Hydro One and contains hydro transmission corridors. Approximately 1330 of the commuter parking spaces in the total parking replacement amounts, listed above, will be situated within hydro corridor lands compared to about 1275 today. As a result, the TTC through the City, will need to enter into new licence agreements with Hydro One for the continuation of TTC use of these parking lots within the corridor lands. These new licence agreements with Hydro One are a direct result of the Metrolinx Terminal project and will be a net increase to TTC's financial obligations. As such, Metrolinx have offered to provide additional commuter parking (beyond the 1465 parking spaces that currently exist) to ensure the additional license costs are offset by the provision of additional parking. In other words, Metrolinx plans to make TTC whole by creating additional parking revenue through the creation of additional parking spaces which will be used to offset the increase in operating costs (license fee to Hydro One). The full complement of the additional commuter parking spaces is being finalised between TTC, City, and Metrolinx and will be agreed to as part of the MOU.

Staff will continue to work with Metrolinx on developing an arrangement to maximise the number of commuter parking spaces in an effort to meet the demand for parking at Kipling and Islington stations and to offset any increase in operating costs associated with the additional license fees from Hydro One.

Required Property Interests

The Metrolinx Terminal, including the pedestrian tunnels and bridges, will be primarily situated on City of Toronto owned property. Portions of the new commuter parking lots, PPUDO and landscaping will be situated on Hydro One corridor lands. Given this, Metrolinx will be negotiating the acquisition of property interests and agreements for the portions of the project situated within Hydro One lands as well as the acquisition of the property interests in City owned lands. It is recommended that the Board authorize staff, together with City of Toronto staff, to negotiate any necessary amendments and execute required licence agreements with Hydro One Networks Inc. for the purposes of the continued use and expansion of the TTC Kipling commuter parking lots for the portions of the project situated within Hydro One lands.

The City lands and property interests that will be acquired by Metrolinx are outlined in Attachment 8. The acquisition of the City lands will be at market value and include, but are not limited to, the stop-up and closure of a portion of the existing Subway Crescent road right-of-way, and the portions of the existing TTC Kipling-North and Subway Crescent commuter parking lots. Metrolinx will be granted easements for the portions of the project that will be situated within land that remains under City of Toronto ownership and TTC operational management, including portions of the underground pedestrian tunnel and bridge structures. The City of Toronto, Real Estate Services Division, will be

negotiating the various property transactions in accordance with the City's policies and processes. In accordance with TTC Policy 8.2.0, it is recommended that the Board authorize staff to request City of Toronto Real Estate Services to declare surplus and negotiate the sale of these required property interests to Metrolinx at fair market value.

Summary

In summary, the Metrolinx Terminal will provide for a multi-modal hub linking the three transit authorities of TTC, GO Transit and MiWay. The proposed design by Metrolinx addresses the strict requirements of Hydro One and protects TTC's interests and facilities. Once completed, the three transit stations will be interconnected through, below, at-grade, and above-grade accessible connections that will provide a significant improvement to transit infrastructure on a municipal and regional level.

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Attachments

Attachment 1 – MOU General Principles
Attachment 2 - Kipling Interregional Terminal and Facilities 2007
Attachment 3 – Kipling Bus Terminal Feasibility Study Option 1
Attachment 4 - Kipling Bus Terminal Feasibility Study Option 2
Attachment 5 – Kipling Bus Terminal Revised Design
Attachment 6 – North Commuter Parking Lot and PPUDO Layout
Attachment 7 – Parking Expansion Areas
Attachment 8 - Required City Owned Property Interests

Attachment 1

MOU General Principles

Attachment 1 – MOU General Principles

The general terms of the MOU to be executed between Metrolinx, City of Mississauga (MiWay), TTC, the City of Toronto and any other necessary party, include the following:

General Purpose:

Set out the framework for the business arrangements amongst City, TTC, MiWay, and Metrolinx for the redevelopment of Kipling Station which includes Metrolinx development of:

- A new 14 bay interregional bus terminal and re-alignment of facilities in proximity to the Metrolinx Terminal, including construction of tunnels and bridges connecting the Metrolinx Terminal to Kipling Subway Station, Kipling GO Station and Go Platform, a west passenger pick-up and drop-off facility;
- Three parking lots, each one adjacent to the new Acorn Avenue roadway,
- A new parking lot at 915 Kipling including a portion within the Hydro One corridor at the rear of 915 Kipling;
- An expansion of the existing TTC south commuter parking lot within the existing Hydro One corridor;
- All surface development including pedestrian and cycle routes and roadwork; and
- Parking space replacement to be equal to or greater than current parking space configuration.

Financial Matters:

- Provincial Funding commitment to the project described above;
- City of Mississauga – MiWay funding commitment;
- TTC and City to be kept whole by Metrolinx throughout the development of the project and neither TTC nor the City to be burdened with any net additional costs on a go forward basis that are required to facilitate the Metrolinx Terminal project; and
- Increase in parking operating costs arising from additional licensed lands to be offset by additional parking revenue through creation of additional parking spaces.

Real Property Matters:

- Conveyance of the City owned properties of 915 Kipling and 5341 Dundas Street West to Metrolinx for the purposes of commuter parking replacement;

- Licence agreements with Hydro One for surface parking lots and permanent easements for Acorn Avenue access roadway;
- Fair market value to be paid by Metrolinx for all City owned land interests acquired for the project;
- Licence to construct agreement between Metrolinx, TTC and City to allow construction of the Metrolinx Terminal prior to the conveyance of the land interests to Metrolinx;
- Metrolinx required acquisition of property interests from Hydro One including a reduction in the hydro easement area over the City owned lands;
- Stop-up and closure of Subway Crescent; and
- Easements required for to Metrolinx and MiWay operation of the tunnel and bridge connections within City lands.

Design and Construction Matters:

- Metrolinx is to use Design-Build construction and delivery method;
- TTC Design Standards to be used for parking lots and TTC infrastructure; and
- Design phasing and submissions to TTC and City for review and approval at each level/phase in project, consistent with approach being used for Metrolinx LRT projects.

Operating and Cost Sharing Agreements:

- TTC operating and maintenance agreement for the connections of the Metrolinx Terminal to TTC Kipling Station.

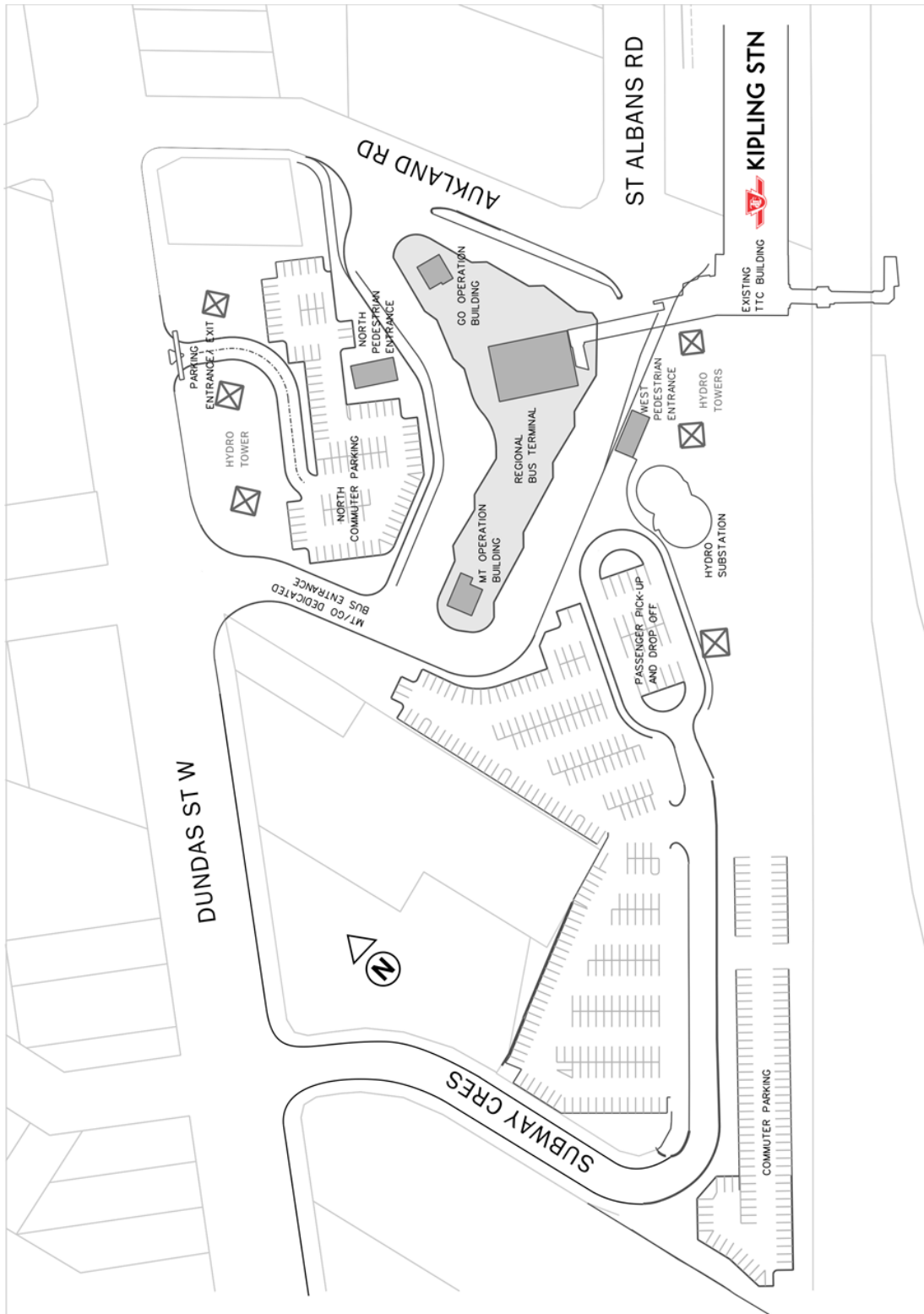
Parking:

- Replacement of commuter parking displaced as a result of the Metrolinx Terminal at a minimum of 1:1 ratio; and
- Additional TTC commuter parking above the existing inventory of 1465 provided to offset additional TTC operating costs of the commuter parking replacement, including Hydro licence costs.

Obligations are conditional on the following:

- Provincial and MiWay funding commitments received;
- Necessary Hydro One licence agreements in place;
- City and TTC construction licence agreement executed;
- Settled terms of the operating, maintenance, and cost sharing agreements; and
- Approval and/or comments received from the City and TTC review of each level/phase of the project, consistent with approach being used for Metrolinx LRT projects.

Attachment 2 Kipling Interregional Terminal and Facilities 2007



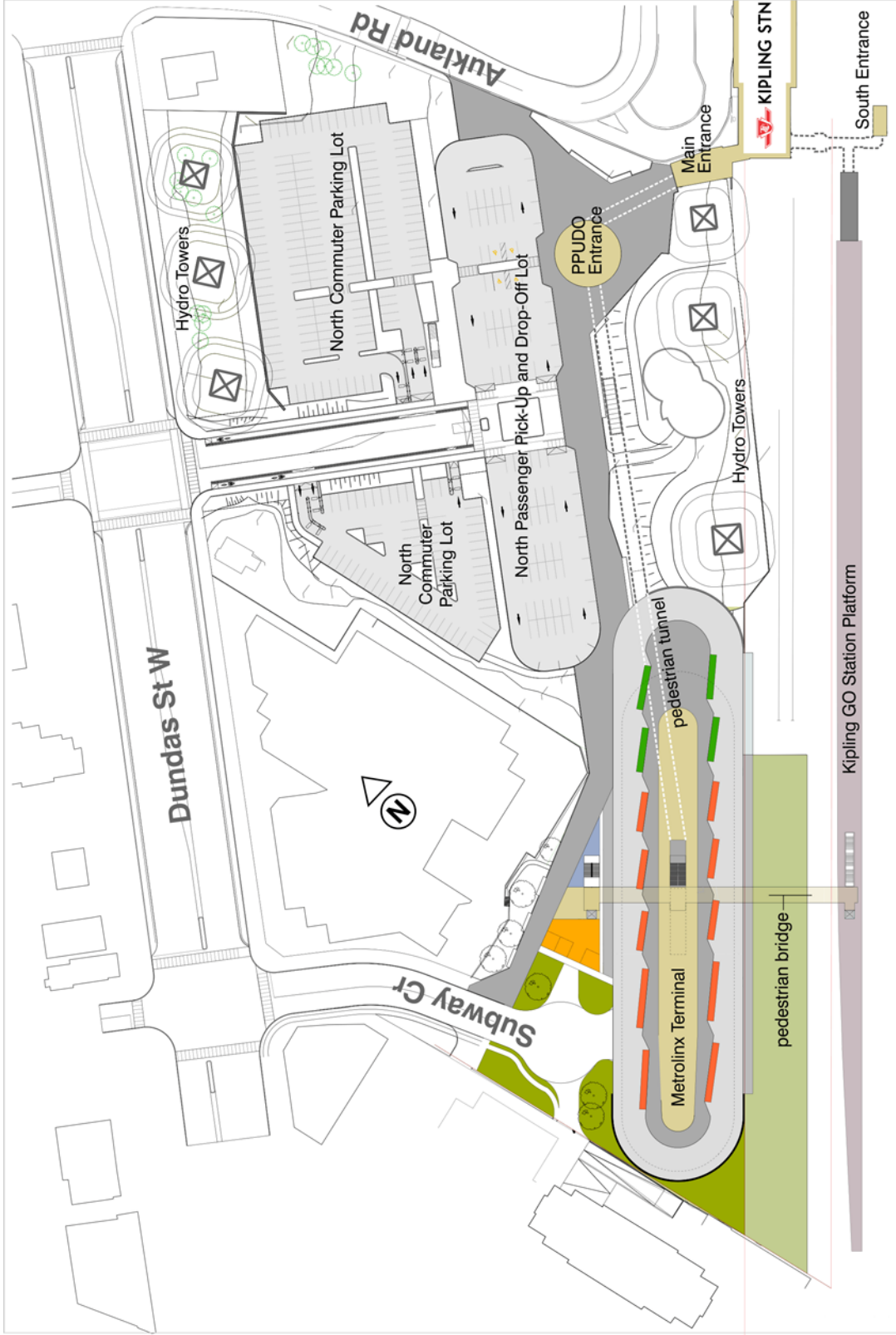
Attachment 3 Kipling Bus Terminal Feasibility Study Option 1



Attachment 4 Kipling Bus Terminal Feasibility Study Option 2



Attachment 5 Kipling Bus Terminal Revised Design



Metrolinx are not proposing any alterations to the existing main entrance, east PPUDO lot and entrance, or bus station, including the TTC bus access and circulation.

Attachment 6 North Commuter Parking Lot and PPUDO Layout



**Attachment 7
Parking Expansion Areas**



Attachment 8 Required City Owned Property Interests

