

2. TRIM ROAD ENVIRONMENTAL ASSESSMENT - FINAL RECOMMENDATIONS

COMMITTEE RECOMMENDATIONS

That Council approve:

1. **The recommendations of the Trim Road EA Study, prior to the preparation and filing of an Environmental Study Report (ESR) for the realignment and widening of Trim Road from Regional Road 174 to Innes Road, modifications to the Trim Road/RR 174 intersection, and modifications to sections of St. Joseph Blvd/Queen Street and Innes Road in the vicinity of Trim Road, as detailed in this report;**
2. **The preparation of a Regional Official Plan (ROP) Amendment pertaining to the recommended new alignment of Trim Road.**

DOCUMENTATION

1. Planning and Development Approvals Commissioner report dated 23 April 98 is immediately attached.
2. Extract of Minute, Transportation Committee 20 May 98 immediately follows the report and includes a record of the vote.

REGIONAL MUNICIPALITY OF OTTAWACARLETON
 MUNICIPALITÉ RÉGIONALE D'OTTAWACARLETON

REPORT
RAPPORT

Our File/N/Réf. **23 09-97-0031**

DATE 23 April 1998

TO/DEST. Co-ordinator Transportation Committee

FROM/EXP. Planning and Development Approvals Commissioner

SUBJECT/OBJET **TRIM ROAD ENVIRONMENTAL ASSESSMENT**
FINAL RECOMMENDATIONS

DEPARTMENTAL RECOMMENDATIONS

That the Transportation Committee recommend Council approve:

- 1. The recommendations of the Trim Road EA Study, prior to the preparation and filing of an Environmental Study Report (ESR) for the realignment and widening of Trim Road from Regional Road 174 to Innes Road, modifications to the Trim Road/RR 174 intersection, and modifications to sections of St. Joseph Blvd/Queen Street and Innes Road in the vicinity of Trim Road, as detailed in this report;**
- 2. The preparation of a Regional Official Plan (ROP) Amendment pertaining to the recommended new alignment of Trim Road.**

BACKGROUND

The Trim Road Environmental Assessment Study was initiated in March 1995 to identify and plan for modifications to the Regional Road system in the Trim Road (RR 57)/St. Joseph Blvd. (RR 34)/Innes Road (RR 30) corridors to serve new development areas in the East Urban Community, in the Township of Cumberland, which had been approved as an Amendment to the 1989 ROP. Figure 1 illustrates the expansion areas and the sections of the Regional Road system under study.

In April 1996, Transportation Committee approved the Environmental Assessment Proposal (EAP) for the Trim Road Environmental Assessment. A draft EAP had been presented to the public at a Public Open House held on 26 September 1995, and the final version which incorporated public input from the Public Open House, defined the scope of the study and outlined the process to be followed.

Since then the EA study has proceeded in accordance with the Provincial Class Environmental Assessment Process, including environmental inventories, identification and evaluation of planning and design alternatives, and the recommendation of a preferred alternative for each section of the Regional Road system.

A second Public Open House was held on 29 October 1996, and the study scope was expanded in July 1997 to examine future interchange options for the Trim Road/RR 174 intersection, following the transfer of Highway 17 (now RR 174) by the Ministry of Transportation to the RMOC. The third and final Open House was held on 25 November 1997, when the design alternatives, their evaluation, and the Technically Preferred Alternatives for each road section were presented to the public for review and comment.

Based on comments from the third Open House and from meetings with agencies and property owners, the Preferred Alternatives have been refined and confirmed by the Technical Advisory Committee for the study, comprising Regional, Cumberland and consultant staff, and are being brought forward for approval by Transportation Committee and Council.

The next step in the study is to prepare and file the Environmental Study Report (ESR) documenting the study process and recommendations, for the mandatory 30 day review period in accordance with Class EA requirements, following Council approval.

A Summary Report prepared by Totten Sims Hubicki Associates, study consultants, is available with the Committee Co-ordinator. Presentation drawings illustrating the Preferred Alternatives will be available at the Transportation Committee meeting.

DISCUSSION

Trim Road and Innes Road are the principal transportation axes for developing the “East Community Expansion Areas” as identified by the Township of Cumberland and ratified by the Regional Official Plan Amendment No. 34 of 1994. The new Official Plan approved by Council in July 1997, includes the expansion areas as part of the Orleans Urban Centre, and the Transportation Master Plan (TMP), also approved by Regional Council in July 1997, identified the need to widen Trim Road/St. Joseph Blvd. and Innes Road during the 1996-2021 planning period.

As part of the EA process, alternative planning solutions and design alternatives were identified and evaluated. In addition, impacts and mitigation measures were also assessed. The planning and design alternatives are briefly described herein.

Planning Solutions

In examining future transportation needs and available opportunities in the Trim Road/St. Joseph Blvd./Innes Road corridors, the EA study identified the following possible planning solutions:

- Do Nothing;
- Enhanced Transit Service;
- Transportation Demand Management Measures (TDM);
- Transportation System Management Measures (TSM);
- Diversion to Other Transportation Facilities; and
- Roadway Widening/Realignment.

The evaluation of planning solutions eliminated Do Nothing, TDM/TSM and Diversion to Other Transportation Facilities as not being reasonable or viable “stand alone” solutions. However, the evaluation did identify TDM and transit enhancement as necessary measures to be undertaken in conjunction with the road widening/realignment option, for which design alternatives were identified and examined in detail.

The technical work done in support of the TMP reconfirmed the residual need to add vehicular capacity to these corridors after appropriate allowance for the increased walking, cycling and transit share of peak period travel, the reduction of peak period trip activity due to TDM initiatives, the toleration of quality of service Level 'E' on the Regional Road network during peak periods, and the effect of TSM measures in increasing the efficiency of transportation network components.

Design Alternatives

For the purpose of developing and examining design alternatives, the road system was divided into eight sections as illustrated in Figure 1, and listed below:

- Section 1 - Trim Road (RR 174 to Watters Road)
- Section 2 - Trim Road (Watters Road to Innes Road/Frank Kenny Road)
- Section 3 - St. Joseph Blvd. (1.0 km westerly from Trim Road)
- Section 4 - Queen Street (Trim Road to Cardinal Creek)
- Section 5 - Queen Street (Cardinal Creek to Frank Kenny Road)
- Section 6 - Innes Road (Trim Road to Frank Kenny Road)
- Section 7 - Innes Road (Frank Kenny Road to 1.0 km easterly)
- Section 8 - Trim Road/Regional Road 174 Intersection (with or without a bridge to Quebec)

Design alternatives, including cross section and alignment options, were developed in accordance with Regional and Township policies and standards. They were evaluated on the basis of seven major criteria; namely, safety, traffic operations, natural environment, social environment, economic environment, land use and property, and cost, with each criterion further sub-divided into individual indicators or measures.

Technically Preferred Alternatives

Figure 2 illustrates the Technically Preferred Alternatives for the different roadway sections and the Trim Road/RR 174 interchange. A summary description of each of the preferred design options, including cost estimates in 1997 dollars, is given below.

1. Trim Road (RR 174 to Watters Road) - will follow the existing alignment from RR 174 to St. Joseph Blvd. and will be realigned to the east between St. Joseph Blvd. and Watters Road. The existing 11% grade south of St. Joseph Blvd. will be reduced to 4%. The road will be widened from two lanes to a four-lane, urban-divided cross section, including bike lanes and sidewalks on both sides, at an estimated cost of \$7 million. Additional right-of-way will be required to accommodate side slopes in the cut section of Trim Road between St. Joseph Blvd and Watters Road and property protection for an ultimate six-lane cross section is recommended.
2. Trim Road (Watters Road to Innes Road/Frank Kenny Road) - will follow an entirely new alignment to the east of the existing Trim Road, along the west bank of Cardinal Creek, and connecting with Frank Kenny Road, the recently developed primary north-south arterial in Cumberland, which will link to Highway 417 at the Vars interchange. The road will be constructed initially to a two-lane, urban-divided cross-section, including bike lanes and sidewalks on both sides, at an estimated cost of \$12 million. Property protection for an ultimate six-lane cross section is recommended.

It should be noted that protection of adequate right-of-way for a possible future six-lane cross section is recommended to meet Cumberland's build-out needs (beyond 2021) and the possibility of an interprovincial bridge in the Trim Road corridor.

3. St. Joseph Blvd. (1.0 km westerly from Trim Road) - will be widened from two lanes to a four-lane, urban-undivided cross section, including bike lanes and sidewalks on both sides (except in the vicinity of the escarpment where it will be limited to the north side only), at an estimated cost of \$5.5 million. The right-of-way widening will be entirely to the north side.
4. Queen Street (Trim Road to Cardinal Creek) - will be upgraded with improved horizontal alignment and a two-lane, urban-undivided cross section, including bike lanes and sidewalks on both sides, at an estimated cost of \$2 million.
5. Queen Street (Cardinal Creek to Frank Kenny Road) - will be relocated slightly to the north in certain sections and upgraded to a two-lane, rural-undivided cross section including bike lanes, at an estimated cost of \$2.5 million.
6. Innes Road (Trim Road to Frank Kenny Road) - will be widened from two lanes to a four-lane, urban-divided cross section, including bike lanes and sidewalks on both sides, at an estimated cost of \$4 million.
7. Innes Road (Frank Kenny Road to 1.0 km easterly) - will be upgraded with alignment modifications and a two-lane, rural-undivided cross section, including bike lanes, at an estimated cost of \$1.5 million.

8. Trim Road/Regional Road 174 Interchange - Figure 2 illustrates the preferred design option for upgrading the existing Trim Road/Regional Road 174 intersection to an interchange, at an estimated cost of \$4 million. The preferred design option has the flexibility for modification to increase capacity to accommodate growth in the longer term, beyond the 2021 planning horizon, and the possibility of an interprovincial bridge in the Trim Road corridor.

Noise Impacts

Possible future noise impacts on existing properties along Talcy Crescent, to the west of Trim Road and south of St. Joseph Blvd., were assessed through a noise impact analysis, in accordance with MOE and RMOC guidelines. The analysis indicates that the impacts on these properties will be minimal and will not warrant any mitigation measures. At some properties, future noise levels will be reduced as a result of the proposed shifting of the Trim Road alignment to the east and the lowering of its profile in the vicinity of Talcy Crescent (St. Joseph Blvd. to Watters Road).

Property Impacts

Property impacts will include five buyouts of residential properties (one on existing Trim Road and four on St. Joseph Blvd) and three potential buyouts (two on St. Joseph Blvd. and one on Trim Road). In addition, the new alignment of Trim Road (south of Watters Road) will require purchase of vacant development lands along Cardinal Creek for right-of-way purposes. There is a potential for settlement of adjacent homes, and for lowering of well levels along Gerald Street, resulting from the depth of cut required to reduce the existing grade on Trim Road. However, any potential impact will be verified during the preliminary design stage, and appropriately addressed in the final design and construction of Trim Road, between St. Joseph Blvd. and Watters Road.

AGENCY COMMENTS

External agencies and interest groups were contacted throughout the course of the study and their comments and input are incorporated in the study findings and will be documented in the Environmental Study Report.

PUBLIC CONSULTATION

Public consultation was undertaken through the three Open Houses held during the course of the study, and several individual meetings with property owners impacted by the proposed changes. Both verbal and written comments received during the study indicated a broad level of support for the undertaking. Additional opportunities for public input include representation at the Transportation Committee meeting and the 30 day period for comment following the filing of the Environmental Study Report.

CONFORMITY WITH TMP/ROP

The recommendations of the Trim Road EA study are consistent with the Transportation Master Plan which identified the need to widen Trim Road, St. Joseph Blvd./Queen Street, and Innes Road beyond the first ten years of the 1996-2021 planning period. However, the new Trim Road alignment will require an amendment to Schedule C1 of the Regional Official Plan. The proposed amendment will be the subject of a public meeting, in September 1998, of the Planning and Environment Committee. The filing of the Trim Road ESR will coincide with the circulation of the draft Regional Official Plan Amendment to technical agencies and interested public.

FINANCIAL IMPLICATIONS

There are no immediate financial implications arising from these recommendations as the preparation and filing of the Environmental Study Report are within the Council approved budget for the Trim Road Environmental Assessment Study.

Construction of the individual road sections identified is not included in the 10 Year Program identified in the 1997 ROP (Table 6, pgs. 23 & 24).

FUTURE ACTION

The Environmental Study Report (ESR) will be prepared and filed in accordance with the requirements of the Class Environmental Assessment Process. During the 30 day review period that will follow, any person having concerns over the recommendations of the ESR may request that the project be “bumped up” to an individual environmental assessment.

The approval of this Environmental Assessment will enable the RMOC to carry out detailed design, protect rights-of-way, acquire property and undertake construction. The Transportation Master Plan envisages the construction of Trim/St. Joseph/Innes roadway sections after 2006. However, in light of the proposed realignment of Trim Road, preliminary design work will have to be undertaken following the approval of the ESR to enable the Township of Cumberland to proceed with land use planning in this area and enable property owners to revise their development plans consistent with the new road alignment.

*Approved by
Nick Tunnacliffe, MCIP, RPP*

RP/md

Attach. (2)

Figure 1
STUDY AREA

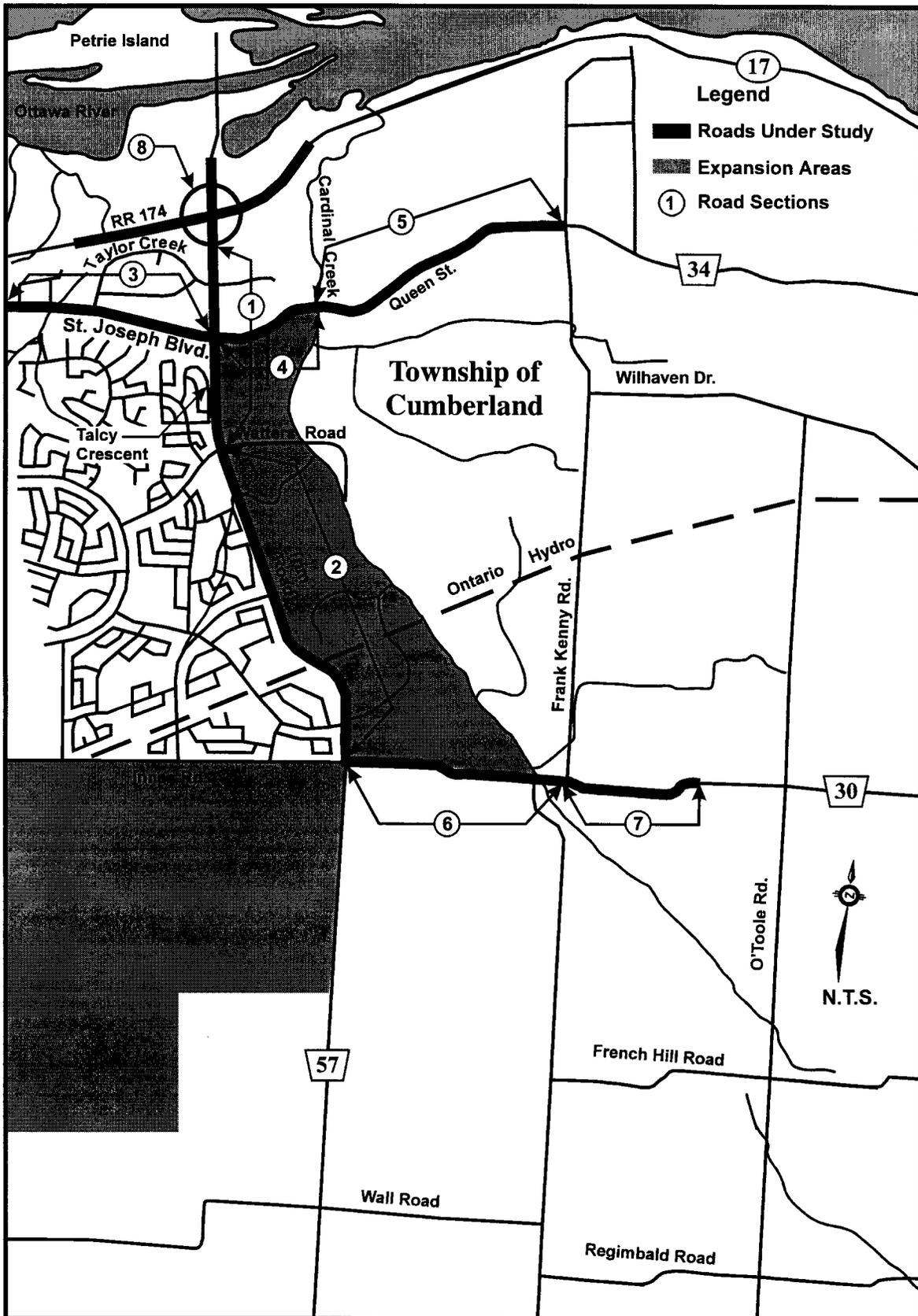
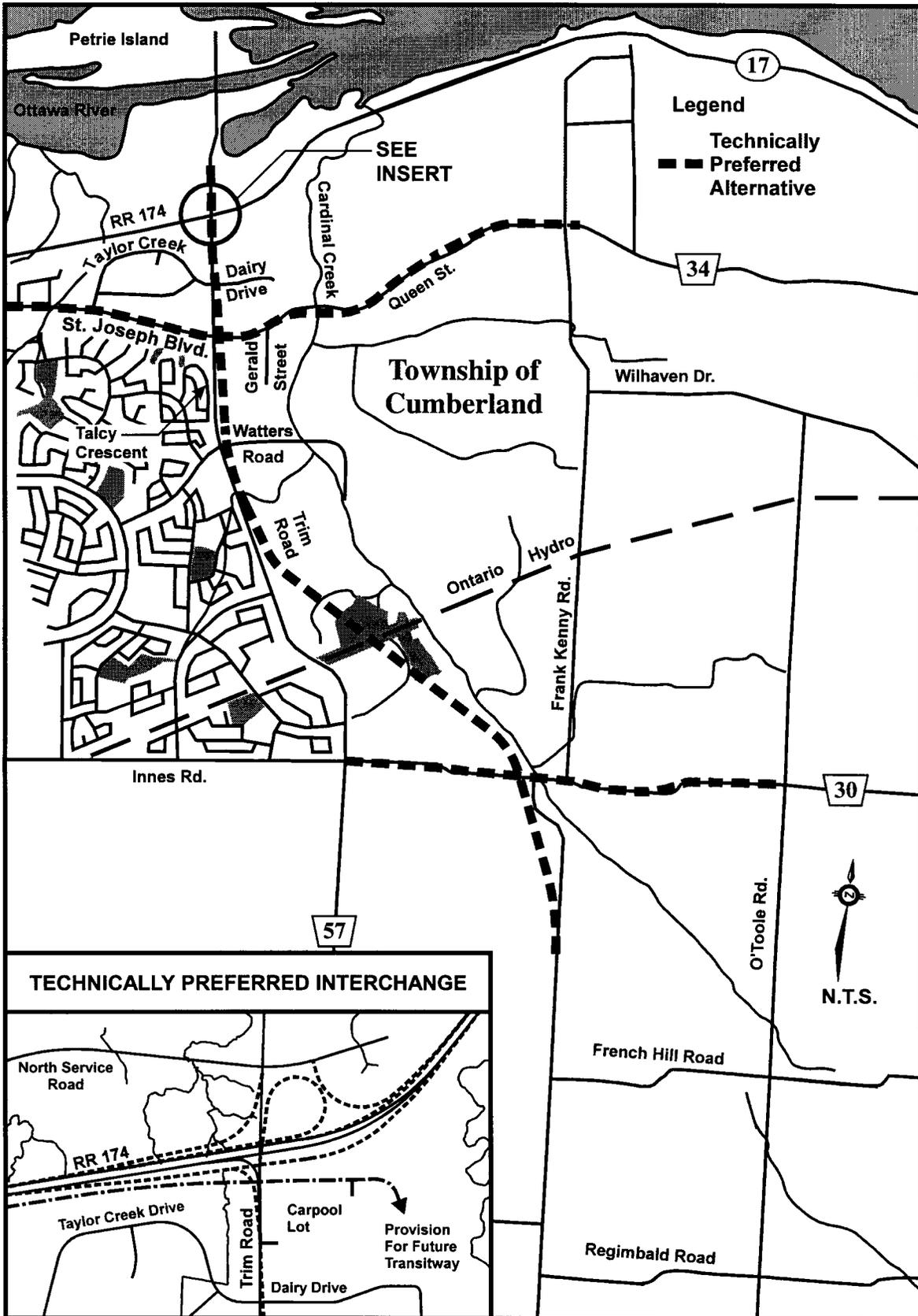


Figure 2
TECHNICALLY PREFERRED ALTERNATIVES



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- Planning and Development Approvals Commissioner report dated 23 Apr 98

Steve Taylor, Project Manager, Totten Sims Hubicki, indicated this roadway expansion is necessary for the anticipated growth in the area. The need and justification for the project precedes development so that the road alignment location can be confirmed, thereby allowing Cumberland Township and adjacent land developers to plan accordingly. The traffic demand of future development will exceed the capacity for all modes of transportation. There is flexibility in this project to accommodate a future interprovincial bridge connection across the Ottawa River, as well as a north/south road linking Regional Road 174 to Highway 417 through the Township of Cumberland. He advised that concerns raised by the public during the open houses where the alternatives have been brought forward, have mostly been resolved, although there are still some isolated areas where there are individual concerns.

Given the projected timeframe of 2006 before the road is constructed, Councillor Doucet was somewhat reluctant to expand the system when it is not clear whether the Region will have enough money to maintain the existing road network. Rajan Philips, Planning Engineer, Transportation Infrastructure, advised that the EA study is consistent with the recommendations contained in both the Transportation Master Plan (TMP) and the Region's Official Plan. The timing is in the second half of the 25-year TMP and at this point there is no budgetary allocation for this project. This process will finalize the environmental assessment requirement that will enable the Region to identify the right-of-way limits so the Township can proceed with their plans for development in that area.

Councillor Legendre was concerned that the rejected alternatives were not contained in the staff report. He recognized a summary report was listed as being available, but preferred that it was part of the printed report in the agenda and hoped it would be so in future reports of this nature. R. Philips confirmed that the options brought forward were the ones preferred, but agreed the others could be made available to the councillor. S. Taylor added that what is being brought forward is that the public has been involved over the last few years and there is consensus by all stakeholders that those are the preferred options brought forward.

Councillor McGoldrick-Larsen questioned what this roadway would do for the long-term projections for employment targets in the Official Plan. Steve Cunliffe, Planning and Development Commissioner, Township of Cumberland advised that the employment projections for the Township meet the targets of the Regional

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Official Plan. In order to encourage that with the Townships' proposed north/south link between Regional Road 174 with Highway 417, it provides the necessary transportation access which serves the Township's industrial parks and the area along the Queensway.

Councillor Cantin questioned why the park and ride lot is located on the south side instead of on the north side to facilitate those motorists coming in from the east and being on the right side as they come in. If and when an interprovincial bridge is built, he questioned whether the double-lane off ramp will be sufficient for left-turns onto the overpass to that bridge. Mr. Taylor advised that the project includes the flexibility in the southeast quadrant for a free flow ramp to go across the bridge. There is provision and it can be accommodated in that quadrant. The councillor indicated that if Council is thinking of doing that eventually, why not use the space inside that large loop on the north-east quadrant as well for a park and ride lot and then have two and the Region's transit needs could be accommodated for a long time. He felt the Region is missing an opportunity with all those ramps. S. Cunliffe advised that the Township has been attempting to achieve a balance between the transportation network, transit, park and ride and land use so if the area between Regional Road 174 and the Ottawa River is actually quite narrow and if there are too many park and ride lots, the township would not get its anticipated land use and therefore no need for the transit and it would not meet its employment objectives. The long-term plan is for a separate transitway to access that park and ride. S. Taylor added that the park and ride lot is located in that quadrant because it will facilitate local bus service past the lot.

Willy Scanlon representing Orléans E & M Ltd. indicated the company owns a rectangular piece of property of 150 acres on the north side of Innes Road and on the east side of Trim Road so the road expansion will pass through his land. There is currently a draft plan application on file with the Region for the land based on existing transportation and planning policies. They were concerned about the fact that their land has about 700 metres (2300 feet) of creek frontage and their current residential development plan takes advantage of this natural area. It will be totally displaced by this road and what they are beginning to see is a disassociation of future residents in this area from this very attractive natural area. He questioned therefore, what happens to this area and to the community if this road is constructed. They believe they will be left with a very ordinary area and since the beginning of this process, they have gone on record as opposing this alternative and preferred the alignment roughly in the Trim Road corridor. If the committee and Council approves the report, we would ask for some consideration i.e. mitigating measures, accompanying the recommendation to provide effective screening landscaping on the west side of the road, noise attenuation barrier on the

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west side of the road. He added that when this road becomes a four and six lane facility, there should be some consideration for a very safe pedestrian access to this road for the majority of residents who must cross the road to get to the natural areas. The other concern is that this study requires major reorganization of planning in this area, including his client's land, and whatever is approved, if there could be a strong commitment to preliminary design of the roadway so there can be some stability of right-of-way in the area and they can proceed with redesigning the communities.

In response to the comments about noise attenuation, S. Taylor indicated that this was a major issue for residents along Trim Road (primarily Talcy Crescent) and was discussed early in the study. He clarified that the preferred alternative reduces noise levels to that community and while he agreed mitigating measures could be provided as part of the road construction for the property referred to by Mr. Scanlon, any future development that requires noise attenuation would be the responsibility of the developer. S. Taylor also pointed out the results of the noise analysis which indicated that no noise attenuation measures will be required for existing properties in the vicinity of proposed improvements.

When questioned whether the Township plans to widen the access to the natural area, S. Cunliffe advised there will be pedestrian/cycling access as part of the construction of the north/south link. In response to another question posed by Councillor Cantin, S. Taylor stated the road will be constructed to a design speed of 90 km/h, but with a posted speed of 70 km/h. The councillor was concerned that straight flat roads often encourage motorists to drive faster and suggested that trees could be planted in the median to help calm the traffic somewhat. The Committee Chair suggested design speeds for roads may be an issue the committee might want to discuss at a policy session.

Councillor Kreling informed committee members that during the public meetings there were several alternatives put forward for the 8 roadway sections, all of which were viewed by the community on many occasions. He felt this project has received thorough scrutiny by the public. He maintained that the definition of the corridor is the primary concern, to ensure proper and efficient planning takes place in this end of the Region and will provide an opportunity for the community to have the type of development they need. He urged committee members to accept the report as presented so the Township can proceed with its future plans for development.

Councillor Meilleur supported the staff recommendations because she believed the road will remove the heavy traffic currently travelling through her downtown

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community to where it should be. She indicated that Trim Road would one day be the route to take traffic from Highway 417 to Quebec, and totally avoiding the downtown. She suggested that when staff are doing the design and acquiring property, they should bear in mind that this area there will be residential and the Region should build for the future and ensure those people do not suffer the traffic congestion that residents of the downtown have suffered for several decades.

Councillor McGoldrick-Larsen made note of the comments made previously about including all alternatives in future reports. She was concerned about the extent of the report and the debate that would ensue as a result of such detailed information being included. She appreciated the fact that the report does include reference to where the Summary Report is made available. The Committee Chair suggested that as a policy, the committee could discuss the option of having a consultant present at committee meetings when such reports are brought forward, to discuss the pros and cons of preferred alternatives.

That the Transportation Committee recommend Council approve:

- 1. The recommendations of the Trim Road EA Study, prior to the preparation and filing of an Environmental Study Report (ESR) for the realignment and widening of Trim Road from Regional Road 174 to Innes Road, modifications to the Trim Road/RR 174 intersection, and modifications to sections of St. Joseph Blvd/Queen Street and Innes Road in the vicinity of Trim Road, as detailed in this report;**
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CARRIED