

1. RESPONSE TO OUTSTANDING INQUIRY NO. P&E 38
INFRASTRUCTURE NEEDS - SMYTH ROAD AREA,
OTTAWA-CARLETON HOSPITALS

COMMITTEE RECOMMENDATION AS AMENDED

That, should the Provincial Government insist on proceeding with the creation of a mega-hospital, Regional Council will provide water, sewer and transportation infrastructure for the proposed expansion of the Smyth Road site - Ottawa Hospital only if funding is provided by the Provincial Government, to the satisfaction of Regional Council.

DOCUMENTATION:

1. Committee Coordinator's report dated 24 Feb 98 is immediately attached.
2. Planning and Development Approvals Commissioner's memorandum dated 11 Dec 97 immediately follows the report.
3. Extract of Draft Minute, 10 Mar 98, follows and includes a record of the vote.

REGIONAL MUNICIPALITY OF OTTAWA-CARLETON
MUNICIPALITÉ RÉGIONALE D'OTTAWA-CARLETON

REPORT
RAPPORT

Our File/N/Réf. 07-98-0119
Your File/V/Réf.

DATE 24 February 1998

TO/DEST. Chair and Members of Planning and Environment Committee

FROM/EXP. Co-ordinator, Planning and Environment Committee

SUBJECT/OBJET **RESPONSE TO OUTSTANDING INQUIRY NUMBER P&E-38
INFRASTRUCTURE NEEDS - SMYTH ROAD AREA,
OTTAWA-CARLETON HOSPITALS**

REPORT RECOMMENDATION

That the Planning and Environment Committee receive this report for information.

BACKGROUND

At the Planning and Environment Committee Meeting of 27 January 1998, Councillor Hume requested that the attached memorandum be included on the next Planning and Environment Committee agenda for discussion purposes. As Councillor Hume had earlier indicated he would be unable to attend the Committee meeting of 10 February 1998, a request was made on his behalf that this item be tabled for discussion at the following Committee meeting.

*Approved by
Kim Johnston*

Attach (1)

Our File/N/Réf. 2 11-95-0615

DATE 11 December 1997

TO/DEST. The Chair and Members of Regional Council

FROM/EXP. Planning and Development Approvals Commissioner

SUBJECT/OBJET **RESPONSE TO OUTSTANDING INQUIRY NUMBER P&E-38
INFRASTRUCTURE NEEDS - SMYTH ROAD AREA,
OTTAWA-CARLETON HOSPITALS**

INTRODUCTION

At the Planning and Environment Committee meeting of 09 September 1997, Councillor Hume requested that staff provide a report on the infrastructure needs (water/sewer/transportation) to allow for the expansion of the facilities at the Hospitals Complex (Alta Vista/Smyth) pursuant to the Hospitals Restructuring Committee report on Ottawa-Carleton hospitals. This memorandum has been prepared in response to Councillor Hume's request.

DISCUSSION

In order to get a better appreciation of the scale and timing of likely restructuring at both the Ottawa General and Children's Hospitals staff met with representatives of the Ottawa General Hospital on 10 October 1997.

From those discussions it became evident that while the possible scale and schedule of changes over the next 3 to 4 years would pose little difficulty from the water and wastewater servicing point of view, such might not be the case from a transportation perspective given the fact that the Hospitals are both served directly off Smyth Road, the only Regional Road in the vicinity. The existing accesses on Smyth Road are already operating at or near capacity and there is already considerable impact on the adjacent residential community of Faircrest Heights due to non-local traffic and parking.

In view of this it was stressed to the Hospital representatives that appropriate studies would have to be carried out in order to meet conditions for site plan and other approvals.

Information Previously Distributed

To be listed on Planning and Environment
Committee Agenda of 13 January 1998

We have now learned that the MaxGroup Associates have been retained to carry out a traffic study of the forthcoming hospital changes and as this work has now been initiated and will be available for review and comment in the near future we intend only by this memorandum to provide a general overview of the likely future situation in response to Councillor Hume's enquiry.

a) Timing and Scale of Restructuring

Preliminary information from General Hospital staff indicates the following possible changes and increased activity levels at both the General and Children's Hospitals over the next 3 to 4 years:

- construction of a 1,400 space parking garage
- 21 additional operating rooms (32 total)
- 25 additional intensive care beds (41 total)
- 207 additional beds (609 total)
- 55,000 additional emergency visits per year (100,000 total visits)
- 60,000 additional out-patients per year (231,000 total)
- 15/20,000 additional admissions per year (30,000 total)
- 6,000 additional emergency visits and 17,000 additional ambulatory care visits to CHEO per year.

The consequence of the above increased activity will be to require modifications and additions to the existing water, wastewater and transportation facilities as outlined below.

b) Water Supply

The Major Community Facility, north of Smyth Road and east of Alta Vista Drive, falls within the 2C Pressure District. To increase reliability to this area, a new 400 mm feedermain from Kilborn Avenue to Smyth Road is proposed in the RMOC 1998 Capital Budget. Subject to Council's approval of this watermain extension, the first phase (Lynda Lane, from Smyth Road to Pleasant Park Road) will be designed and constructed in 1998 with the second phase (Pleasant Park Road to Kilborn Avenue) in 1999. Phase I will follow an existing right of way i.e. Lynda Lane, whereas a corridor will have to be selected for Phase II. An environmental assessment of Phase II, which will include public consultation, will be undertaken in 1998 with construction in 1999.

c) Wastewater Collection

A major recommendation of the Wastewater Master Plan and a commitment of the 1997 Official Plan was to prepare and implement a Flow Management Program for the entire wastewater system. A Flow Management Study for the Rideau River Collector was a major component of this initiative. The Flow Management Study for the Rideau River Collector will explore alternatives to address excessive flows into the Rideau River Collector System which receives drainage from the area north of Smyth Road and east of Alta Vista Drive.

The initial work will consist of detailed flow monitoring to describe the type and location of problems in detail. Alternatives to address the various problems will be assessed and tested

for effectiveness in removing flows from the Rideau River Collector Sewer and certain works will be implemented as early as 1998.

d) Transportation

The possible scale of the restructuring detailed above is likely to result in a considerable increase in the amount of vehicle activity generated by the Hospital Complex and may require modifications to the major roads in the area particularly Alta Vista Drive (City of Ottawa) and Smyth Road. Access to the Children's and General Hospital is currently by way of two signalized intersections on Smyth Road. These intersections had turning lanes added a few years ago but are now both operating at or near capacity. Future modifications to both intersections are likely to be required. The amount of traffic currently on Smyth Road in the vicinity of the Hospital Complex is already a matter of great concern to the adjacent residential community, Faircrest Heights, located to the south of Smyth Road.

It will be important to examine ways of improving transit service to the Hospital Complex to ensure that transit is increasingly attractive and improves its share of the trips generated by the Hospitals Complex in accordance with our Official Plan goals.

With the proposed hospital restructuring, Smyth Road ought not continue to be the only source of access to the General Hospital. From the point of view of emergency access as well as the need to minimize impacts on the adjacent Faircrest Heights residential community, the proposed restructuring provides a timely opportunity to address the provision of additional access points to the Complex.

In the recently completed Alta Vista/Smyth Road planning study (September 1996) which addressed proposed redevelopment of the Veteran's Hospital lands and other lands in the vicinity of the DND Hospital a number of modifications to the transportation network were identified to improve both transit and vehicle service to both existing and proposed development in the Hospital Complex. Included in this proposal were a new internal east-west road linking Alta Vista Drive to the Ottawa Health Services Centre Ring Road and a new east-west road along the north side of the former Rideau Veterans property. We will be emphasizing to the Hospital's consultant the importance of examining these modifications to the internal road network, the early implementation of which would result in both considerable relief of Smyth Road and a much more efficient routing for OC Transpo services.

While the advancement of the priority for construction of the Alta Vista Parkway, currently established in the Regional Official Plan at beyond ten years, is not likely to be required for the proposed restructuring, it is obvious that, in the fullness of time, the Alta Vista Parkway will play a major role in providing quality transportation service to the Hospital Complex. There is therefore some merit, in the not too distant future, in proceeding with the next phases (Phases 3 and 4) of the Environmental Assessment of the Parkway which would establish a functional design and would address a number of important issues that will be of considerable relevance to the future functioning of the Hospital Complex. Included among these issues would be the configuration of future intersections with adjacent major roads such as Smyth Road, Alta Vista Drive and Riverside Drive; linkages between the local hospital road system and the Parkway, more direct routing for transit to the Southeast Transitway; the location of

cycling/pedestrian facilities and of course the determination of the amount of corridor lands required for the Parkway itself, thus enabling the disposal of surplus property for other community uses.

TRANSPORTATION, WATER AND WASTEWATER MASTER PLANS

The enhancement of transit service and the identification of internal roadway modifications as referred to above in order to achieve higher transit ridership is totally consistent with the recently approved Transportation Master Plan. Pedestrian and cycle path linkages in the area are also of importance. The City of Ottawa has recently implemented cycle lanes on Alta Vista Drive which has also been reconstructed recently, north of Smyth Road. Smyth Road is part of the Region's Cycle Transportation Network but to date cycle lanes have not been implemented. Both Alta Vista Drive and Smyth Road are bus routes with sidewalks on both sides.

The water/wastewater details above clarify the linkage with the Water and Wastewater Master Plans.

CONSULTATION

Public consultation for the implementation of water, wastewater, and transportation infrastructure will be carried out in accordance with the appropriate environmental assessment and Municipal Act requirements.

FINANCIAL IMPLICATION

The water and wastewater servicing modifications referred to above have been identified in the 1998 Capital Budget.

Transportation modifications are all likely to be the responsibility of the Hospital Authority as conditions of site plan approval. Increased transit service will be an added cost to OC Transpo's annual operating costs but can be minimized by a more efficient internal road network, as referred to above.

*Approved by
Nick Tunnacliffe, MCIP, RPP*

BR/md

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RESPONSE TO OUTSTANDING INQUIRY No. P&E-38
INFRASTRUCTURE NEEDS - SMYTH ROAD AREA,
OTTAWA-CARLETON HOSPITALS

- Committee Co-ordinator's report dated 24 Feb 98
- Planning and Development Approvals Commissioner's memorandum dated 11 Dec 97 originally issued as "Information Previously Distributed"
- request from Committee member to add this item to the Agenda

Joyce Wright, President, Faircrest Heights Community Association, indicated her community was deeply affected by anything done to the General Hospital site, and had been concerned with the traffic on Smyth Road for many years. She said the Community Association had first requested construction of another roadway into the health complex over ten years ago. At the time, the Association was told it would be difficult to put a roadway in for all vehicles, but that a temporary road to handle construction trucks would be considered. As safety was the main concern, she felt this would be needed if construction were to proceed at the General Hospital site. Ms. Wright estimated there were between two to three thousand schoolchildren within a two to three block radius of the Smyth Road General Hospital site, and felt there was a danger due to the high volume of general traffic and from ambulances driving through the area. Ms. Wright said she had invited Councillor Hume to witness peak-hour traffic and noted she felt that walking along Smyth Road can be very dangerous. She also warned that health restructuring will worsen the situation, estimating an additional one to two million vehicles per year would be coming to the health complex. The speaker declared the community would not tolerate this, and felt the option of another roadway into the health complex from Riverside Drive must be explored. Ms. Wright noted Riverside Drive was a Regional Road, with the transitway in close proximity. She felt a new road leading into the health complex from Riverside Drive would take the majority of traffic away from Smyth Road.

Responding to questions from Councillor Hume, Ms. Wright said a left turn lane into the complex on Smyth Road (installed by the Region at a cost of \$280,000.00), worked to an extent, however, with current bumper-to-bumper rush hour traffic, her community could not imagine it functioning adequately if the number of hospital beds were increased due to health restructuring.

When asked how the community would respond should the Region expropriate land to widen intersections at Alta Vista and Smyth Roads in both east- and west-bound lanes as mentioned in one City of Ottawa study, Ms. Wright indicated the community would not stand for this, and affirmed that another roadway into the health complex was an absolute necessity. She felt emergency vehicles were experiencing difficulties entering the site due to current traffic, and would also benefit from the construction of another roadway, allowing them access while diverting their traffic from residential areas.

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Councillor Hill said she shared the speaker's concerns, and was also concerned that the Hospitals Restructuring Committee (HRC) was adding more facilities to the General Hospital while leaving the Civic Hospital vacant and unused. She noted this could add 20 minutes or more to emergency ambulance transportation for residents from the Western Townships. The Councillor indicated she would support the community's requests for changes to hospital restructuring in Ottawa-Carleton and would try to get the HRC to recognize there was a use left for the Civic Hospital.

Ms. Wright also pointed out that the helicopter pad, or helipad, for the area is located at the Children's Hospital of Eastern Ontario (CHEO); patients arriving by helicopter must then be transferred to the General Hospital by ambulance. She said the community would like all emergency facilities, with the exception of CHEO, at the Civic Hospital where helicopters will not cause problems to residential areas and patients can go directly across Carling Avenue to the Civic Hospital emergency. She noted there have been many problems with vibration, noise and pollution for area residents with helicopters coming into the General Hospital site. She felt the possibility of relocating the helipad and making the Civic Hospital the trauma unit for Ottawa-Carleton should be considered.

Councillor Hill pointed out the HRC is not finished its work and said she understood the final decision will be made in April of 1998. She encouraged Ms. Wright and her community to continue lobbying for these changes and again offered her support.

The Committee Chair thanked the speaker and introduced Councillor Hume's motion regarding health restructuring in Ottawa-Carleton and the necessary costs for infrastructure changes needed to accommodate all health facilities at the General Hospital site.

Councillor Hume provided the Committee with background information regarding the funding of required infrastructure changes. He indicated a new watermain to the site would cost approximately one million dollars; transportation infrastructure modifications, i.e. intersection improvements, would be in the range of two million dollars, which he noted did not address how to increase public transit to an appropriate level in order to provide only those intersection improvements. He indicated that linking the transitway to the hospital complex would increase costs to approximately 30 million dollars. The Councillor felt that placing all tertiary care and trauma beds in Ottawa-Carleton at one site, with one Regional Road servicing the area, cannot work.

Councillor Hume said Smyth Road does not function well at this time and would be unable to accommodate the increase in usage. He felt if the Region was to provide, at a cost of millions of dollars, all of the infrastructure to make this the properly functioning, key health care site in Ottawa-Carleton, the cost should not be borne by the Regional taxpayer. He felt that, as the

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Provincial Government wanted the health restructuring changes, it should be required to provide the necessary funding.

Councillor Munter supported Councillor Hill's statements, and expressed his view that the health care restructuring being imposed on Ottawa-Carleton would not improve, but might rather jeopardize health care for many residents. He offered the Region was currently struggling to deal with a massive bill for tens of millions of dollars in services downloaded from the Province, beyond the Region's capacity to pay; in addition, the Province now wanted to create a "mega-hospital" in Ottawa-Carleton, without being willing to provide any funding. He added the Province had not factored into the equation the 30 million dollar cost of infrastructure changes described by Councillor Hume.

Councillor Munter felt the Region should send a clear and simple message to the Province, that the Region would not build the infrastructure or add to public transit if the Province was not prepared to pay the majority of the costs. He said health restructuring imposed by Queen's Park was being done to help cut the Province's health budget; therefore, the Province should be prepared to pay for this element of the restructuring.

Councillor Legendre expressed his support for Councillor Hume's Motion, and asked whether Regional staff would be interacting with Provincial staff to ensure the Province respected the Motion's intent that additional funds were required, and not have the Province respond that the Region had already been provided with 18 million unallocated dollars. Mike Sheflin, Commissioner, Environment and Transportation Department, responded that the monies received from the Province to date would not cover a 39 million dollar shortfall on the existing downloaded Provincial facilities.

Councillor Hill felt the Motion implied the Region accepted the health restructuring proposals and said she would rather that the Region ask the HRC to reconsider their recommendations or look at the Civic Hospital as an alternative for some of the services.

Councillor Munter, responding to Councillor Hill's comments, felt this was a separate issue. He believed the issue before Committee was that the Province had an obligation to pay for expansion of the Civic Hospital, or any other scenario proposed by the HRC.

Councillor Bellemare suggested adding "Should the Province proceed with the creation of a mega-hospital..." to the beginning of the Motion, thereby implying that a final decision had not yet been made by the Province or the Region.

Councillor Hume agreed.

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Councillor Van den ham agreed with the spirit of the Motion and the concerns expressed regarding what might happen at the General Hospital site and surrounding area.

In response to questions from Councillor van den Ham as to whether development charges are paid by hospitals and similar institutions, Mr. Sheflin explained there are two aspects; the development itself is supposed to install all features directly related to the development, including turn lanes, intersections, etc. Nick Tunnacliffe, Commissioner, Planning and Development Approvals Department, added that development charges are paid to fund off-site costs.

Councillor van den Ham noted that in the Region's financial statements, there was funding in a reserve account for hospitals, and inquired if any of those funds could be used for off-site works such as expansion of these facilities. Mr. Tunnacliffe explained the funds are part of the development charges to fund expansion of hospitals.

Further responding to questions from Councillor van den Ham, Mr. Tunnacliffe clarified the planning approval required for the hospital site would be a local site plan approval in the City of Ottawa; the Region would input its conditions of development to the City and the legislation provided that the requirements should be met. Disputes regarding the conditions would automatically go before the Ontario Municipal Board for resolution.

In response to questions from Councillor Beamish regarding whether hospitals are exempt from development charges, Mr. Tim Marc, Solicitor, Legal Department, indicated that the charges are institution-specific. For example, the Ontario Cancer Centre has legislation specifically exempting it from paying development charges; the Ottawa Civic Hospital, owned by the City, would also not pay development charges if it is considered to be used for a municipal purpose.

The Committee Chair directed Mr. Marc to investigate the issue of development charges for hospitals in Ottawa-Carleton and provide an information report to the Committee.

There being no further discussion, the Committee considered Councillor Hume's Motion.

Moved by P. Hume

That should the Provincial Government insist on proceeding with the creation of a mega-hospital, Regional Council will provide water, sewer and transportation infrastructure for the proposed expansion of the Smyth Road site - Ottawa Hospital only if funding is provided by the Provincial Government, to the satisfaction of Regional Council.

CARRIED

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The Committee then received the staff report.

That the Planning and Environment Committee receive this report for information.

RECEIVED