

MINUTES
TRANSPORTATION COMMITTEE
REGIONAL MUNICIPALITY OF OTTAWA-CARLETON
CHAMPLAIN ROOM
18 SEPTEMBER 1996
8:15 P.M.

PRESENT

Chair: R. Cantin

Members: D. Beamish, P. Clark, A. Cullen, L. Davis, D. Holmes, J. Legendre,
M. Meilleur, D. Pratt

REGRETS

H. Kreling

CONFIRMATION OF MINUTES

That Transportation Committee approve the Minutes of the meeting of 4 September 1996.

CARRIED

1. REGIONAL ROAD SYSTEM REVIEW

- Director, Transportation Planning report dated 3 Sep 96
- Township of West Carleton letter dated 17 Sep 96
- City of Nepean letter dated 17 Sep 96

At the outset, Councillor Beamish proposed that Transportation Committee recommend Council not approve the proposed additions and deletions to the Regional Road System. He suggested voting on this Motion first would streamline what he believed to be

Note: 1. Underlining indicates a new or amended recommendation.
2. Reports requiring Council consideration will be presented to Council on 25 September and 9 October 1996 in Transportation Committee Reports 35 and 36.

unnecessary discussion of the item. Other members opposed this however, because the report clearly had financial implications and maintained that that alone warranted some discussion. The Committee opted to listen to the staff presentation first and then hear from the delegations before voting on any Motions.

Dr. Louis Shallal, Director, Transportation Planning made the following comments:

- the purpose of the study was to determine the upper tier road service in the system;
- changes to the road system are a natural thing as a result of changing demographics and in response to requests from area municipalities to review certain roads;
- although a road may satisfy the criteria established by the Ministry of Transportation (MTO), it does not mean it is automatically adopted into the Region's system; it is still within the purview of Council to decide whether or not a road should belong to the Region;
- there are approximately 4900 km of roadways in the Region of which an estimated 1100 are Regional roads; the Study determined that 95% of those roads should remain with the upper tier, however, approximately 5% of those roads no longer meet the Regional road requirements and about 3% were added to the system for a net effect of a 2% reduction in the overall Regional road system;
- the report includes the annual maintenance costs associated with road transfers and three municipalities have requested full life-cycle costing be incorporated; staff do not feel that would be appropriate and believe that what they are doing with the vacation of tax points is actually a departure from past practice;
- a number of municipalities suggested modifying the criteria set by the Ministry to include traffic volumes and optimizing maintenance practices; while staff agree the latter should be worked towards, they do not believe it has anything to do with defining whether the responsibility is upper or lower tier;
- with respect to traffic volumes, staff believe they are already reflected in the criteria set by MTO and if the Region were to suggest that the MTO change the criteria to reflect traffic volumes, it would have to be sufficiently high that it captures that essence of the arterial function of a Regional road;

- there are two conditions for the transfer of roads: 1) that there be no debt associated with the road when it comes to the Region and; 2) that there be no encumbrances on the right-of-way i.e. when the Region gets the road it gets all property associated with that road.

Councillor Cullen noted that some of the municipalities disagree with the recommended roads being transferred, but questioned whether there was acceptance of the restating of the mill rate. The Finance Commissioner, J. Lebel, indicated there is still some disagreement in this regard and the municipalities in question feel that given the shift by the province to a block funding approach, the net funding cost to the Region is 100% not 50% and the necessary tax points should be vacated on that basis. He explained that to accomplish that, the Region would have to double the .11 mill rate to .22. Staff took the view that since this is the first year the province made that shift from conditional to a block funding program, there is some argument that some portion of the municipal support program, at least at the initial stage, can be attributed to the transportation envelope and it was on that basis that staff agreed to continue with the 50% eligibility.

Councillor Legendre questioned whether the resulting financial impact of this report would affect taxpayers and the Finance Commissioner advised it would not affect taxpayers in total, but indicated taxpayers include the commercial sector as well as the residential. He went on to explain that in this situation where a tax burden is being removed, it must be shared between both sectors. Essentially, when Council wants to tax for a service, it apportions some of that cost out to the commercial sector and what is left goes to the residential sector and there is a commercial and residential mill rate. When the Region takes something off its tax requirement, it must allocate some of those savings to the commercial sector and to the residential.

Councillor Davis noted residents on Parkdale Avenue were not pleased with the representation in the report that their street is a direct access to the Ottawa River Parkway, the Civic Hospital and the Queensway because they consider it a residential street. In this vein, residents on Holland Avenue also had some concerns about the report stating it had the ability to accommodate future capacity requirements. Dr. Shallal justified the staff report by stating those roads will receive traffic according to the way traffic wants to move and staff are not suggesting any operational modification; however, since the MTO criteria says that only one of those roads should be in the system, Parkdale Avenue was selected based on an evaluation of which one comes closest to the criteria.

Councillor Hunter expressed surprise that Bayshore Drive is not a Regional road, even though it has become much more highly travelled since the reconstruction of the 416/417 link cut off the access to Acres Road and traffic from the Queensway for the northeast part of Nepean exits onto Bayshore Drive. It is also heavily travelled by buses. Dr. Shallal indicated the report makes reference to this roadway and the fact it was not recommended to be a Regional road because it is clearly a collector road in nature with a

residential roadside environment. However, the Councillor emphasized Bayshore Drive is a connector between Carling Avenue and Richmond Road and the Queensway for a large amount of traffic and to maintain it at the standard for the number of buses using that road is a higher level of service than the City of Nepean gives to its own collector roads. He felt staff should re-examine it with a view to including it as part of the Regional road system. The Environment and Transportation Commissioner advised staff originally proposed that Cedarview Road be deleted from the system and the municipality had suggested waiting until Highway 416 was open in order to determine the full effect on the road system in the area and review it at that time. He agreed that staff would look at Cedarview Road and Bayshore Drive again when that Highway is completed.

City of Ottawa

Ted Robinson, Commissioner, Engineering and Works indicated the municipality does not have a problem with the criteria, but the application of those criteria have presented some concerns. For instance, the proposed deletion of Churchill Avenue from the Regional road system would mean a large gap for traffic between Kirkwood and Woodroffe and they did not understand why it was not seen as a critical link. The City also did not understand how most of Booth Street cannot be considered a Regional road, especially given the fact it is one of the few streets running from Carling Avenue through to Quebec and is only one block from a connection to the Queensway. Mr. Robinson further noted that traffic calming is a big issue in the City of Ottawa and staff are seeking assurances that those roads being transferred down will not carry the volumes of traffic that they carry today.

He further noted that the City is mainly concerned about costs associated with the long term maintenance of the roads to be transferred to the local level. In this regard, portions of Gladstone, Churchill and Booth are in need of some repairs and he hoped there would be no need for the municipality to do any capital works on those roads for at least the next five years. With respect to concerns about the operating costs associated with the roads coming to the city, the report identifies that the cost to the Region is almost \$500,000 and whether it is subsidized or not that is the cost of maintaining those roads to which the City will only be given half of that amount and they do not believe it is fair that the city be asked to assume such a large liability. Like the Region, conditional grants for road maintenance to the municipality have also but been cut and therefore, they believe the dollars the Region has identified to maintain those roads should go the municipality.

Mr. Robinson explained that the roads that will be transferred to the Region have all been rebuilt over the last ten years and all but one (Lees Avenue) have debt. He felt it would be unfair for the Region to claim that roadway as a Regional road, but not to take it on until the debt has been paid by the municipality.

In response to the latter comment, the Environment and Transportation Commissioner indicated that at the request of the City of Ottawa, the Region abandoned its portion of

Lees Avenue as part of the redevelopment of Strathcona Heights and indicated to the municipality that they could build a replacement for Lees Avenue at their expense. Therefore, he maintained the Region should not be requested to assume any debt on that portion of Lees Avenue since its' reconstruction was a part of that housing project.

City of Nepean

Mayor Ben Franklin indicated Nepean is particularly concerned about the proposal to delete Meadowlands Drive from the Regional road system and did not see how it could even be considered a local collector road, especially since it is such a high volume roadway that provides a network link across the Region, crosses through a major commercial district (Merivale Road) and carries 300 buses daily. He echoed the comments made by Councillor Hunter with respect to Bayshore Drive, noting it functions as so much more than just a local road and should be treated as such. He stated the criteria used to determine whether a road should be with the upper or lower tier is open to very serious interpretation.

Further, he explained the bare pavement standards set by the Region for winter maintenance, are different than those at the local level. As expressed by other municipal representatives, Nepean also believes the municipality should receive corresponding maintenance funds for those roads that are transferred to the local level. He recognized that new roads are normally attributed to growth and with growth come new taxes of which the municipality and the Region, receives revenue from the new business. He agreed that if Nepean takes over a roadway, the municipality should receive the full expenditure and the capital component should be transferred on the mill rate as well because it is a real cost over a 10 or 20 year period.

Mr. Bellinger, Commissioner of Public Works reiterated the concerns outlined above. He emphasized that if Nepean keeps Meadowlands Drive, the level of maintenance will decrease and taxpayers will have a lower level of service that is trying to handle the traffic volume that it is today.

City of Gloucester

B. Futterer, Deputy City Manager, Operations, indicated that from the outset it has been critically important to the municipality that the exercise be revenue neutral and they believe that positive steps have been taken in that direction. However, Dale Philpotts, Director of Works, noted the municipality was very concerned about the transfer of Innes Road to the municipality because it is deficient in terms of servicing this highly urbanized area, particularly as it relates to the vehicular and pedestrian movement compatibility. He noted the Region recognized this fact in a study that was undertaken for the Blackburn Hamlet By-pass in 1980 and one of the main recommendations was to provide a two-lane

collector in Innes Road. He believed the liability of these deficiencies will become that of the municipality's and this should be addressed before any transfer takes place.

On behalf of the Township of Osgoode, Councillor van den Ham was somewhat concerned about the proposed recommendation to transfer Yorks Corners Road between Marvelville Road and Victoria Street to the Township. He stated the report makes reference to the size of the cell (area), but noted there was no reference to the population and he wanted clarification on the actual cell size in accordance with the criteria. John Portt from UMA Max Group recognized it would be a larger cell service, but it is just the proximity of Yorks Corners Road to the boundary road (Gregoire Road). He acknowledged that Yorks Corners was in the system and then Gregoire Road was reconstructed and the two links are so parallel and so close together its recommended that Yorks Corners Road be deleted. Councillor van den Ham understood this, but stated that according to the criteria, depending on the population, the cell size should be 6 km. He further noted that even though the annual maintenance cost is \$24,000 once the mill rates have been adjusted, the Township can only collect \$3000 from their taxpayers if it was to raise its mill rate accordingly to what is being vacated. Therefore, \$21,000 net is quite a lot to a population of only 15,000 and this is a major impact to the Township.

When questioned what the additional cost would be to the Region if it decided to transfer the roads over at 100%, the Finance Commissioner indicated it would be an additional \$360,000. The Regional Chair suggested the Region consider the gesture of transferring roads in even dollars because it is then the choice of how the unconditional grants are allocated.

With respect to his Motion, Councillor Beamish believed the public would not perceive any change in the road system if there are transfers as long as the level of service is maintained. Conversely, the Regional Chair believed there is a difference in the resurfacing timing for instance i.e. the Region will resurface its roads on a tighter schedule than might be expected. He maintained that if the Region is going to take on more roads, the system should be clearly defined in order to prioritize its spending appropriately.

Councillor Holmes supported the staff report and from the point of view of moving Regional traffic, believed the Region should be doing this type of review on a regular basis depending on Regional need. She appreciated the difficult process involved to arrive at the conclusions, but would like the area municipalities to have the ability to have an equity situation on maintenance and capital works on those streets.

Moved by D. Beamish

That Transportation Committee recommend Council not approve the proposed additions and deletions to the Regional Road System.

LOST

YEAS: D. Beamish....1

NAYS: R. Cantin, P. Clark, A. Cullen, L. Davis, D. Holmes, J. Legendre,
M. Meilleur, D. Pratt....8

Councillor Legendre proposed that the tax base to be vacated in each case not attempt to maintain the fiction of provincial 50% subsidies and to reflect the actual net impact of the transfers of \$721,000 or a mill rate reduction of 0.22 mills.

Councillor Hunter stated that if that Motion is accepted, then to have the facade of a zero mill rate increase from the 1996 budget to the 1997 budget, there would have to be \$721,000 in spending cuts somewhere in the Regional budget. He clarified that by maintaining that facade, the Region would in fact be lowering the mill rate by that much so there has to be a lowering in the amount of spending and it allows the area municipalities the facade of a zero mill rate increase with an extra \$721,000 to spend, presumably on roads. Councillor Legendre stated that if the Region is going to have fewer roads, presumably it should spend less.

Prior to voting on Councillor Legendre's Motion, Chair Clark suggested it be amended as follows:

Moved by P. Clark

That the Motion be amended to delete the words "in each case not attempt to maintain the fiction of provincial 50% subsidies and".

CARRIED

Moved by J. Legendre

That the tax base to be vacated reflect the actual net impact of the transfers of \$721,000 or a mill rate reduction of 0.22 mills.

CARRIED

Councillor Pratt proposed that the Region maintain ownership of Meadowlands Drive from Woodroffe Avenue to Hog's Back. He felt the City of Nepean made a compelling case in terms of keeping it in the system. Although there was a brief discussion to the contrary, in particular, reference to the level of service required to maintain this roadway for buses, Councillor Hunter clarified it is simply a matter of what the municipality is capable of doing with its resources i.e. to assume the maintenance of Meadowlands Drive will mean one truck will have to be out for a longer period of time than it has to for its other operations and this will be more costly for Nepean.

Moved by D. Pratt

That the Region maintain ownership of Meadowlands Drive from Woodroffe Avenue to Hog's Back.

CARRIED

YEAS: D. Beamish, R. Cantin, P. Clark, A. Cullen, L. Davis, M. Meilleur,
D. Pratt....7

NAYS: D. Holmes, J. Legendre....2

That the Transportation Committee recommend Council approve:

1. **Each of the following additions to the Regional Road System, subject to its being debt-free, if applicable:**

In the City of Gloucester;

- a) **Lester Road from Alert Road to Albion Road;**
- b) **Uplands Drive from Alert Road to Breadner Boulevard;**
- c) **Place d'Orléans Drive;**

In the City of Kanata and in the Township of West Carleton;

- d) **Huntmar Road between the two intersections with Palladium Drive;**
- e) **Thomas A. Dolan Parkway from Stonecrest Road to Dunrobin Road;**

In the City of Nepean;

- f) **Cedarview Road from Barnsdale Road to Trail Road;**
- g) **Trail Road;**

In the City of Ottawa;

- h) **New Lees Avenue;**
- i) **Besserer Street from Nicholas Street to Cumberland Street;**
- j) **Cumberland Street from Besserer Street to Rideau Street;**

k) Mackenzie Avenue from Rideau Street to Murray Street;

In the Township of West Carleton;

l) Thomas A. Dolan Parkway from Carp Road to Stonecrest Road;

2. Each of the following deletions from the Regional Road System:

In the Township of Cumberland and in the City of Gloucester;

a) Champlain Street through Place d'Orléans;

In the City of Gloucester;

b) Innes Road through Blackburn Hamlet;

c) Bearbrook Road;

d) Navan Road north of Blackburn Hamlet By-pass;

In the City of Kanata;

e) Riddell Drive;

f) Torwood Drive from Riddell Drive to Kennedy Road;

In the City of Nepean;

g) Corkstown Road from March Road to Moodie Drive;

h) Meadowlands Drive from Woodroffe Avenue to just west of Fisher Avenue;

i) Knoxdale Road from just west of Riverbrook Road to Woodroffe Avenue;

In the Township of Osgoode;

j) Yorks Corners Road from Marvelville Road to Victoria Street;

In the City of Ottawa;

k) Mann Avenue from Lees Avenue to Chapel Street;

l) Old Lees Avenue/Chapel Crescent from new Lees Avenue to Mann Avenue;

m) Churchill Avenue from Carling Avenue to Richmond Road;

n) Booth Street from Carling Avenue to Scott Street;

o) Gladstone Avenue from Parkdale Avenue to Elgin Street;

p) Queen Street;

q) Bronson Avenue from Albert Street to Queen Street;

r) Stewart Street from Waller Street to King Edward Avenue;

s) Tremblay Road from Vanier Parkway to St. Laurent Boulevard;

t) Belfast Road from Tremblay Road to Coventry Road;

u) Meadowlands Drive from just west of Fisher Avenue to Prince of Wales Drive;

In the Township of West Carleton;

- v) **Vances Side Road from Dunrobin Road to Torwood Drive;**
- w) **Torwood Drive from Kennedy Road to Vances Side Road;**

3. **The restatement of the 1996 Regional mill rate to adjust for the net annual maintenance cost impacts on the local municipalities -- identified in Annex "D" -- resulting from the road transfers;**
4. **The amendment of the Regional Official Plan as appropriate.**

CARRIED as amended

2. **TEMPORARY ACCESS TO RIVERSIDE DEVELOPMENT - CONSTRUCTION OF A SOUTHBOUND LEFT TURN LANE AND ASSOCIATED ROAD WORKS ON RIVER ROAD (REGIONAL ROAD 19) NORTH OF ARMSTRONG ROAD**

- Director, Transportation Planning Division report dated 30 Aug 96

That the Transportation Committee recommend Council:

1. **Approve the J.L. Richards & Associates Limited Drawing No. 14840-SK2 for the construction of a temporary site access to the Riverside residential development on River Road north of Armstrong Road;**
2. **Authorize the initiation of the public hearing process as required by Section 297 and 300 of the Ontario Municipal Act (Ontario).**

CARRIED

3. **DRAFT REPORT - RMOC RESPONSE TO THE NCC'S INTENT OF DECISION ON THE CHAMPLAIN BRIDGE**

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- Co-ordinator, Transportation Committee report dated 10 Sep 96

- Draft Regional Municipality of Ottawa-Carleton Response to the National Capital Commission's Intent of Decision on the Champlain Bridge dated 18 Sep 96

In accordance with Section 75(3) of the Council and Committee procedure manual, the following Motion was presented:

Moved by A. Cullen

That the Rules of Procedure be suspended to allow this report to be considered by Committee at today's meeting.

CARRIED

As a follow-up to her inquiry at the last meeting, Councillor Davis indicated she had met with staff and they have agreed with the changes she suggested with respect to the wording in the report. When questioned what is contained within the report, the Director of Transportation Planning advised it is simply a restatement of Regional Council's position on this issue, including all correspondence and communications transmitted to the NCC. It is staff's intention to forward this report to the NCC Board of Directors.

Moved by L. Davis

That Regional Council adopt the report "Response to the National Capital Commission's Intent of Decision on the Champlain Bridge" and convey this report directly to each NCC Commissioner over the signature of the Regional Chair on behalf of Regional Council before the October 7, 1996 NCC deadline.

CARRIED

The Councillor then proposed that staff examine the possibility of third party review of the NCC's Champlain Bridge Environmental Assessment (EA) and its decision regarding the widening of the Champlain Bridge and report back to the Transportation Committee at its next meeting. She clarified that she would like to know what implications there are to the Region as a result of the NCC's decision to construct a third lane on the Champlain Bridge and she preferred to have a legal opinion about the position the Region is in vis-à-vis the EA process and the potential for downstream costs.

When questioned what specific issues the Motion is requesting of the Legal Department, Councillor Davis indicated it was to determine whether the EA process has been satisfied and whether there are any potential downstream costs to the Region associated with the third lane. It was suggested those specific questions be written into the Motion so it is clear to Legal what is being asked of them. Councillor Davis felt Legal and Transportation staff would report back on this and that Legal in particular, would examine the whole EA process because they have that expertise in this regard. The Solicitor advised he would examine the process and advise committee whether there is any action to be taken by the Region as a result; however, the decision to take such action would rest with the Corporate Services and Economic Development Committee. With respect to the question about downstream costs, the Commissioner stated the Region cannot be forced

to incur such costs. The Committee agreed to modify the Motion to include specific reference to asking staff to report back on the EA process.

The Committee Chair suggested that if the Solicitor's report is available by the Council meeting on 25 September, it could perhaps be distributed in advance and considered at that meeting. The Committee concurred with this suggestion.

Moved by L. Davis

That the Regional Solicitor examine the possibility of third party review of the NCC's Champlain Bridge Environmental Assessment (EA) and its decision regarding the widening of the Champlain Bridge and report back to the Transportation Committee including whether the NCC satisfied the requirements of the EA process.

CARRIED

Moved by L. Davis

That this report be forwarded to the September 25, 1996 Regional Council meeting.

CARRIED

ADJOURNMENT

The meeting adjourned at 10:40 p.m.

CO-ORDINATOR

CHAIR