

2. RESPONSE TO INQUIRY - SOUND BARRIERS - NICHOLAS STREET INTERCHANGE AREA

COMMITTEE RECOMMENDATIONS AS AMENDED

That Council approve the following:

1. **that staff develop a draft policy priority rating system and implementation program concerning retrofitting noise mitigation measures along the Regional transportation system;**
2. **the Regional Chair request that MTO construct a berm along the Queensway beside this roadway to protect the community of Ottawa East between Concord and the Queensway on-ramp and a sound barrier from the on-ramp to Nicholas at Colonel By.**

DOCUMENTATION

1. Planning and Development Approvals Commissioner report dated 9 June 98 is immediately attached.
2. Extract of Minute, Transportation Committee 17 June 98 immediately follows the report and includes a record of the vote.

Our File/N/Réf. 23 49-98-0000

DATE 9 June 1998

TO/DEST. Co-ordinator Transportation Committee

FROM/EXP. Planning and Development Approvals Commissioner

SUBJECT/OBJET **RESPONSE TO INQUIRY - SOUND BARRIERS -
NICHOLAS STREET INTERCHANGE AREA**

DEPARTMENTAL RECOMMENDATION

That Transportation Committee and Council receive this report for information.

BACKGROUND

This report has been prepared at the request of Councillor Doucet, raised at the Transportation Committee meeting of 6 May 1998, to have staff investigate the situation pertaining to traffic noise from the Queensway and the westbound on-ramp at Nicholas Street, and which had been drawn to his attention by the Ottawa East Community Association. Details are to be found in the correspondence attached at Annex 'A'.

There are three condominium corporations on Greenfield Avenue, Montcalm Street and Havelock Street, who have expressed concern regarding the current noise levels emanating from Queensway traffic where recorded noise levels between 62 and 65 dBA have been reported by the condominiums in question.

Current Situation

The locations of affected developments are indicated on attached Exhibit 1. They were constructed in 1984-85. There is an existing noise barrier, erected by MTO, along the Queensway, as indicated also on Exhibit 1. The noise barrier terminates at point A.

There is no noise barrier along the Greenfield on-ramp or on the west side of Nicholas Street to the north.

The erection of noise barriers was not a condition of development required at the time of construction of the Condominiums in question.

Jurisdictional Matters

MTO are responsible for the Queensway. MTO jurisdiction with regard to the Nicholas Street interchange terminates at the north edge of the Greenfield underpass, i.e., Nicholas Street south of Greenfield Avenue is MTO's responsibility and north of Greenfield Avenue is RMOC's responsibility.

MTO have erected noise barriers along the north side of the Queensway, west of Nicholas Street, as part of their retrofit program in the 1980s. The location of the MTO noise barrier is indicated on Exhibit 1 and the terminal point is indicated at A.

The principal criteria of MTO's retrofit program are:

1. Applies to pre-1997 noise sensitive development only.
2. Noise levels must exceed 60 dBA Leq.
3. The mitigation resulting from the installation of a barrier must reduce noise levels by at least 5dBA for first row receivers.

On the basis of the above criteria, the MTO barrier installation ends at point A and the position of MTO with respect to extension of the barrier from point A northward is documented in the correspondence attached at Annex 'B'.

MTO are also responsible for the Greenfield westbound on-ramp from Greenfield Avenue. There is no noise barrier along the south side of the Greenfield on-ramp.

Greenfield Avenue is a Regional Road also. There are no noise barriers along Greenfield Avenue or on the west side of Nicholas Street.

The other noise source in the vicinity is Colonel By Drive which is the NCC's responsibility.

Other Relevant Development

As indicated on Exhibit 1, there is a new development, recently approved, known as King's Landing, bounded by Colonel By Drive, Nicholas Street and Greenfield Avenue.

The noise related conditions pertaining to this development will see the installation of a noise barrier along part of the Nicholas Street frontage, as indicated on Exhibit 1. This 2.4 m high noise barrier will extend from E to F, a distance of approx. ten metres.

There will be no noise barrier erected along the Colonel By frontage or along the Greenfield Avenue frontage but lots fronting onto Colonel By and backing onto Greenfield Avenue will be provided with forced air ventilation. Warning notices will also be registered on title.

Traffic Volumes

The current average daily traffic volumes in the vicinity are as follows:

Colonel By Drive:	approx. 12,000 vpd
Greenfield Avenue:	
• East of On-Ramp:	approx. 12,000 vpd
• West of On-Ramp:	approx. 9,000 vpd
Nicholas Street:	approx. 35,000 vpd
Greenfield On-Ramp:	approx. 6,000 vpd
Nicholas On-Ramp:	approx. 6,000 vpd
Queensway:	approx. 100,000 vpd

DISCUSSION

Accepting that the noise levels in the vicinity of the Queensway on-ramp are in excess of 60 dBA (resulting from the combination of Queensway through-traffic, Queensway on-ramps, Nicholas Street, and Greenfield Avenue traffic sources), the erection of a noise barrier to mitigate the effects of such traffic would best achieve its purpose by an extension from point A (current Queensway barrier end point) to point G, north of the King's Landing site at the Canal turn.

This would constitute a length of approx. 700 metres, made up of approx. 300 m at the rear of the condominiums and approx. 400 m along Nicholas Street.

Based on the installation of a 2.4 m high barrier, the approx. costs of the various segments, and the jurisdiction, would be as follows:

Section 1

End of Existing Barrier (A) to Greenfield On-Ramp (B). Length 300 m. Cost approx. \$135,000, MTO jurisdiction.

Section 2

Greenfield On-Ramp (C) to Greenfield Underpass (D). Length 220 m. Cost approx. \$100,000, MTO jurisdiction.

Section 3

Greenfield Underpass (D) to Canal Turn (G). Length 180 m. Cost approx. \$85,000, RMOC jurisdiction.

Total cost approx. \$320,000.00.

CONCLUSION

The principal source of the noise impact which has led to the Condominiums' complaint is a combination of the Queensway through traffic volumes and the Queensway on-ramp volumes from Greenfield Avenue and Nicholas Street. As such, it is therefore primarily the responsibility of the MTO, as the jurisdiction of MTO starts at the north limit of the Greenfield Avenue underpass.

MTO staff have indicated that any mitigation beyond that already implemented should have been the responsibility of the Condominium development, as it is post-1977 development.

North of the Greenfield underpass, the main traffic noise source is Nicholas Street, under the jurisdiction of RMOC.

A noise barrier along the west side of Nicholas Street would be of primary benefit to the King's Landing development where conditions are being imposed by the City of Ottawa, including a very short section of noise barrier, forced air ventilation, and warning clauses. The City of Ottawa considers King's Landing to be adequately protected by the conditions they have imposed on the site plan. It is worth noting that area residents, south of Greenfield Avenue, were not supportive of a noise barrier being erected for the King's Landing development along Greenfield Avenue.

There is no RMOC responsibility to mitigate King's Landing. Any mitigation deemed necessary would be the responsibility of the developer. Current RMOC noise policy only deals with two situations, i.e., New Developments Adjacent to Existing and Proposed Regional Roads and Transitways and New Construction, Reconstruction and Widening of Regional Roads and Transitways.

RMOC does not currently have a policy with regard to retrofitting noise mitigation measures along the Regional transportation system.

A policy, a priority rating system, and an implementation program could be developed, if Council so wishes, and would be a logical next phase of RMOC's noise mitigation policy development.

*Approved by
Nick Tunnacliffe, MCIP, RPP*

BR/md

Attach. (3)

Ottawa East Community Assn.
61 Main Street
Ottawa, Ontario K1S 1B3
February 26, 1998

RECEIVED

FEB 27 1998

McGuinty, M.P.P.
Community Office

COPY

Councillor Clive Doucet
R.M.O.C.
111 Lisgar Street
Ottawa, Ontario K2P 2L7

Re: SOUND BARRIERS, NICHOLAS STREET/QUEENSWAY

Dear Clive,

Three condominium corporations on Greenfield Avenue, Montcalm Street and Havelock Street asked a retired professional sound specialist to take decibel readings in the area where these streets back onto the land running up to Nicholas and the Queensway. The recorded levels were 62 to 65 decibels depending on the location, significantly higher than the R.M.O.C. Official Plan acceptable levels for residential areas. The R.M.O.C. acceptable levels as outlined in the Official Plan are: 55 decibels between 7 a.m. and 11 p.m. and 50 decibels between 11 p.m. and 7 a.m.

We ask the R.M.O.C. to construct sound barriers along Nicholas Street from the point that it turns away from the Canal to the Queensway. We would like the R.M.O.C. to ask the Province of Ontario to extend the sound barrier along the Queensway to join up with the Nicholas Street barrier as required for maximum sound blockage.

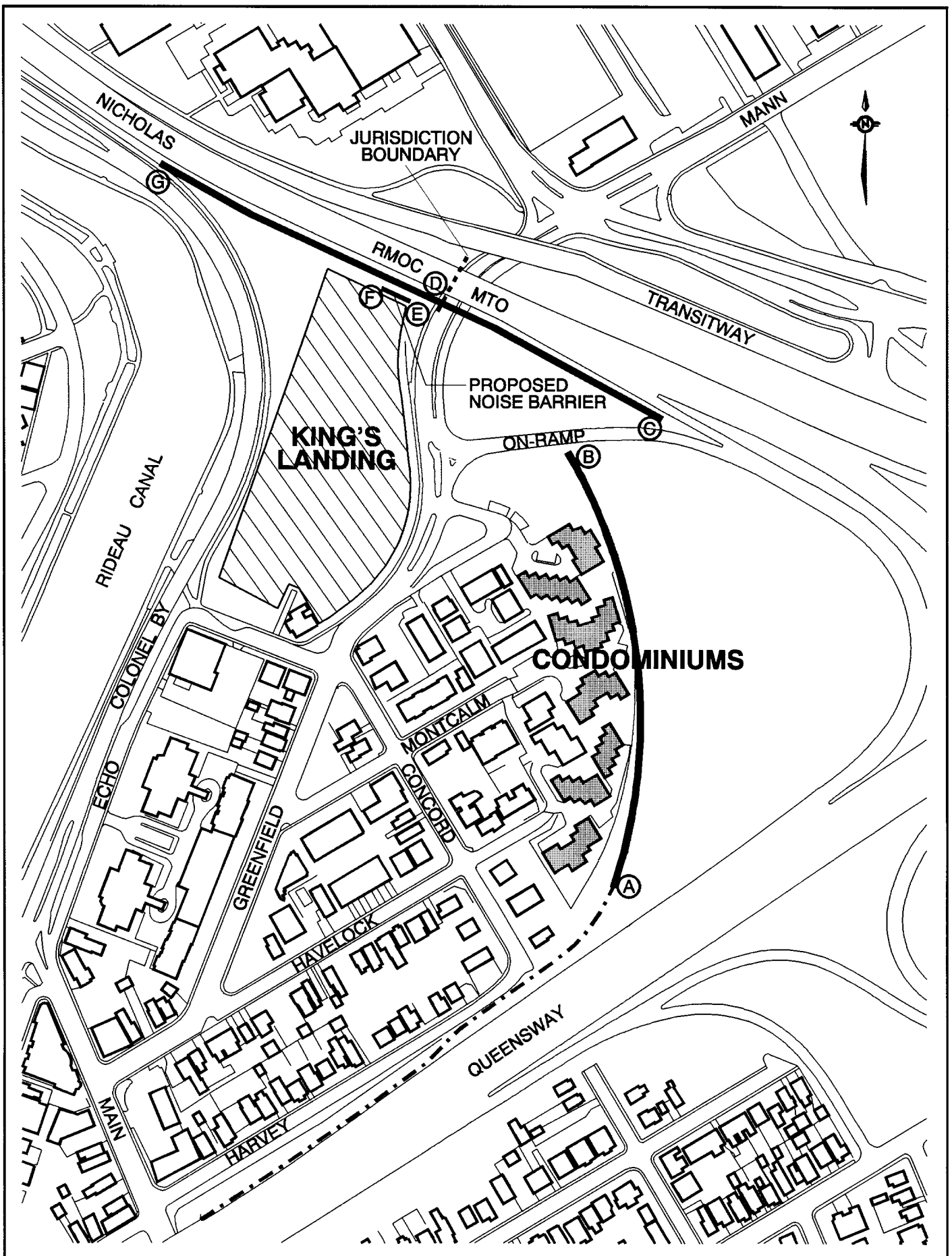
These measures would greatly enhance the quality of life for the existing residents of this neighbourhood and would benefit also the future residents of a new construction project about to be started at 195 Colonel By Drive. It would also make useable the field in the cloverleaf along Nicholas/Queensway, partly compensating for the parkland lost to the new housing project.

Thank you for your attention to this matter.

Sincerely,

Wendy McRae
President, O.E.C.A.

cc. Dalton McGuinty, M.P.P.
Inez Berg, City Councillor, Capital Ward
Bert Titcomb, 53-110 Havelock St., K1S 5L3
Pierre Blanchard, C.C.C. #246



- POSSIBLE NOISE BARRIER RETROFITTING LOCATIONS
- - -** EXISTING MTO BARRIER

SCALE: 1:3000

EXHIBIT 1

Ministry of
Transportation

Ministère des
Transports

Environmental Unit
Planning and Design Section
355 Counter Street, Postal Bag 4000
Kingston, Ontario
K7L 5A3
Tel: (613) 545-4748; Fax: (613) 540-5106
March 17, 1998

Ms. Wendy McRae
President
Ottawa East Community Association
61 Main Street
Ottawa, Ontario
K1S 1B3

Re: Sound Barriers, Nicholas Street / Queensway

Dear Ms. McRae:

Your letter of February 26, 1998 to Councillor Clive Doucet came to our office, for response, at the request of the Honourable Dalton McGuinty.

I would like to take this opportunity to provide you with the Ministry of Transportation's position on noise barriers in this area. The existing noise barrier was constructed in 1985 as part of our Retrofit Noise Barrier Program. This program provides noise barriers for residential areas which were established prior to 1977 and which are adjacent to freeways. The noise barrier must also meet minimum sound reduction criteria and be a viable from a cost benefit point of view.

The existing barrier met all of the criteria necessary and was constructed to provide sound attenuation for the older homes adjacent to the Queensway.


The Provincial Policy for the provision of noise barriers for residential properties established after 1977 is that the developer is responsible, through the municipal plan review and approval process, to assess the potential noise effects and provide the required level of noise protection. That is the situation that applies to the condominium corporations that you refer to in your letter. The Ministry of Transportation is not responsible for providing noise barriers for these new residential developments and we would not consider extending the existing noise barrier.

I would suggest that you pursue this concern with the developers and the local planning authority.

Another comment in your letter that I would like to respond to is the use of Ministry lands within the Nicholas Ave. Queensway interchange. I would suggest that you contact Mr Bert Tarini who is the Ottawa District Engineer at 745-6841. Mr Tarini would be able to assist you in determining if there is a viable alternative for any of these lands.

Please contact me if you need any further information or clarification of the above.

Sincerely



Dave McAvoy
Environmental Planner

cc: Dalton McGuinty, MPP -
Councillor Clive Doucet - RMOC
Inez Berg - City of Ottawa - Councillor, Capital Ward

3. RESPONSE TO INQUIRY - SOUND BARRIERS - NICHOLAS STREET INTERCHANGE AREA
- Planning and Development Approvals Commissioner report dated 9 Jun 98

Brendan Reid of the Project and Infrastructure Planning Branch provided a detailed overview of the report, stating that the crux of the matter is that the Ministry of Transportation (MTO) do not feel they have to extend the sound barrier along the Queensway to include the condominium development to the south. As discussed in the previous item, he reminded committee that the Region does not have a retrofitting policy, which this particular situation would be.

Councillor Bellemare inquired whether the Region maintains a list of requests for retrofitting noise mitigation and although Mr. Reid was not aware of such, he did acknowledge that staff receive many requests for such retrofitting. The councillor asked that staff investigate and report back on two such requests:

1. the Highway 417 off-ramp at Regional Road 174 (Pineview area) and Eastcliffe Way and a portion of Cedarcroft Crescent;
2. Innes Road in the area of Stonehenge Crescent.

Given these two requests and assuming there were others that have or will come forward from other parts of the Region, the councillor recognized the need to develop a policy for retrofitting and proposed that staff develop a draft policy/priority rating system and implementation program concerning retrofitting noise mitigation measures along the Regional transportation system. He emphasized that a prioritizing rating system would enable the Region to prioritize requests in a coherent manner, just as is done for the traffic control signals.

Wendy McRae, President, Ottawa East Community Association (OECA) indicated that residents were not supportive of a noise barrier for the King's Landing Development along Greenfield Avenue because of the physical and visual barrier this sound wall would have on existing residences and the fact that sound would be reflected back into the community. With respect to new development in existing communities and where a developer must provide sound attenuation for such development, she questioned whether the Region can ensure the barrier is constructed at source, whether or not it is strictly adjacent to the construction site. In this instance, she believed it would be more practical to erect a noise barrier adjacent to the Nicholas Street on-ramp to the Queensway, rather than having a sound barrier "hugging" the tree line directly behind the condominiums as shown as Point A to Point B in the report. She maintained this would work better to contain the sound at source and would open up the greenspace for the community.

In addition, the OECA requests that the barrier be an earth berm because it would be considerably less expensive to construct and therefore probably less opposed to by the Ministry. Ms. McRae commented that if this recommendation is not approved, the community would request that the Region recommend tree-planting along the Nicholas Street on-ramp as an interim measure. She further stated that the report does not account for the noise generated from heavier usage of an existing road and the community would like to see the statistics for the vehicles per day rate along Nicholas Street and the Queensway in 1985 when the condos at Montcalm, Havelock and Greenfield were originally constructed, and the decibel readings taken at that time. She believed this information would assist the RMOC to fine-tune its legislation regarding sound attenuation in this type of situation; it would also be a sensible approach since the Official Plan encourages building within the urban core.

Bert Titcombe, Carleton Condominium Corporation #246 indicated that his condominium apartment on Havelock Street faces the Queensway and assured committee members that noise is a very serious problem. He indicated his support for the proposal put forward by the previous delegation for an earth berm adjacent to the Queensway and Nicholas Street on-ramp because he did not believe the proposed position of the sound wall would be very effective. He confirmed the greenspace referred to by Ms. McRae is used by many residents for leisurely activities.

B. Reid advised that this report isn't intended to design a solution and that the locations for sound attenuation were purely to illustrate what be the length of the barriers required and the range of costs that could be anticipated should the Region pursue this further. He noted that the suggestions made by the delegations are very worthwhile and agreed that an earth berm around the ramp (subject to MTO approval) would probably be a much more effective solution; under certain circumstances it could also be less expensive and is probably more visually acceptable because it blends in with the landscape.

Councillor Doucet indicated that the Kings Landing development has caused enormous stress in Ottawa east because it is the last piece of usable parkland in a very densely populated area and was very heavily used as parkland and residents assumed that because the NCC owned it that it would be reserved for parkland. He acknowledged the lack of a retrofitting policy, but emphasized that not only are residents going to lose the only greenspace they have, they will also be faced with more noise and he concurred that something can be done to reduce the intrusion of such noise. He agreed there was a need for a policy for all of these retrofits and proposed that the committee ask staff to bring forward a policy for retrofitting.

The Committee Chair hoped a request would also be made that the Ministry put in a berm with tree planting on top of it.

Councillor Kreling acknowledged that the community may suffer negative impact as a result of this new development, but in the absence of a retrofit policy, he could not support the Motions proposed. He did not understand why the Region would construct this sound barrier because he believed that would be the responsibility of the developer. He recognized that the Region does have some neighbourhoods that are adversely affected by noise from existing roads and there is a Regional policy that where a road modification will result in increased noise levels, the Region would put up a barrier or privacy fence as appropriate, which he accepted as a corporate responsibility.

In speaking to his Motion, Councillor Bellemare stated that he was very sympathetic to the request before committee today and objected to making any decision on any specific request because the Region does not have an overall policy with which to evaluate whether or not this is something the developer, the province or the local municipality should be providing. He maintained that the Region has to be able to determine some objective criteria which would take facts and situations where those criteria can be applied and determine whether or not the Region should be moving forward and presenting some noise mitigation measures; however, this cannot be done until the Region has an overall policy. He further stated that with the province downloading its previously-owned roadways, there is a need for the Region to be more aware of the costs involved with these types of requests because it may be able to negotiate with MTO to receive a more acceptable amount which would better reflect the true cost associated with such downloading.

Moved by M. Bellemare

That staff develop a draft policy/priority rating system and implementation program concerning retrofitting noise mitigation measures along the Regional transportation system.

CARRIED

YEAS: M. Bellemare, W. Byrne, C. Doucet, D. Holmes, J. Legendre,
M. Meilleur....6
NAYS: R. Cantin, H. Kreling....2

Extract of Draft Minute
Transportation Committee
17 June 98

Moved by C. Doucet

That the Transportation Committee recommend that Council approve that the Regional Chair request that MTO construct a berm along the Queensway beside this roadway to protect the community of Ottawa East between Concord Street and the Queensway on-ramp and a sound barrier from the on-ramp to Nicholas at Colonel By Drive.

CARRIED

Chair Holmes asked that staff be directed to speak with representatives of Kings Landing to determine if the earth used from the development could be used for the berm, if the latter is approved by the province.

That Transportation Committee and Council receive this report for information.

RECEIVED