

THE REGIONAL MUNICIPALITY OF OTTAWA-CARLETON
LA MUNICIPALITE REGIONALE D'OTTAWA-CARLETON

JOINT TRANSPORTATION/TRANSIT SERVICES COMMITTEE
COMITE CONJOINT- TRANSPORTS/TRANSPORT EN COMMUN

REPORT NUMBER 1 TO COUNCIL
RAPPORT NUMERO 1 PRESENTE AU CONSEIL

The **TRANSPORTATION COMMITTEE AND THE TRANSIT SERVICES COMMITTEE** held a Joint Meeting on **24 MAY 2000** and submit the item contained in this Report for the information and/or approval of Council at its next regular meeting.

Le **COMITE DES TRANSPORTS ET LE COMITE DES SERVICES DE TRANSPORT EN COMMUN** ont tenu une réunion conjointe le **24 MAI 2000** et soumettent l'article du présent rapport au Conseil pour information et/ou approbation lors de sa prochaine réunion ordinaire.

PRESENT/PRESENCES :

Chair/Président : A. Loney

Members/Membres : W. Byrne
R. Cantin
C. Doucet
H. Kreling
J. Legendre
M. McGoldrick-Larsen

SUBJECT: BASELINE TRANSITWAY STATION: PROPERTY PROTECTION FOR
FUTURE GRADE SEPARATION

OBJET: STATION BASELINE DU TRANSITWAY : PROTECTION DE LA PROPRIÉTÉ
POUR L'ÉTAGEMENT FUTUR DES VOIES.

Our File/N/Réf. 48-P-0009
Your File/V/Réf.

DATE 18 May 2000

TO/DEST. Co-ordinator Transit Services Committee

FROM/EXP. Commissioner Planning and Development Approvals Department

SUBJECT/OBJET **BASELINE TRANSITWAY STATION: PROPERTY PROTECTION FOR FUTURE GRADE SEPARATION.**

DEPARTMENTAL RECOMMENDATIONS

That the Transportation Committee and the Transit Services Committee recommend Council and the Ottawa-Carleton Regional Transit Commission approve:

- 1) **The protection of property to achieve the long-term grade separation of the Southwest Transitway and Baseline Transitway Station as illustrated in Exhibit 1 (representing Concept 1);**
- 2) **The protection of property for the right-of-way for the extension of Navaho Drive west of Woodroffe Avenue to Constellation Drive in order to facilitate the maximum development of the Baseline-Woodroffe Primary Employment Centre as illustrated in Exhibit 1.**

PURPOSE

The purpose of this report is to establish the preferred option for the future grade separation of the Southwest Transitway and Baseline Transitway Station and the extension of Navaho Drive. This will maximise the potential development of the Primary Employment Centre in accordance with Council's policy re. Primary Employment Centres.

BACKGROUND

In 1996 the Region acquired 70 acres (\pm) in the Centrepointe community from the National Capital Commission, as part of the agreement to transfer the Laurier and Mackenzie King bridges from federal to regional ownership (illustrated in Exhibit 2). The land had been protected from development to accommodate the future Southwest Transitway Extension and the Inner Ring Road.

**Reference Item 5
Transit Services Agenda, 24 May 00**

At the time of transfer, staff were under direction to prepare an Official Plan Amendment to delete the Inner Ring Road. It was noted that even if a portion of the land was not required for this purpose, it would be possible to develop these lands as a business park, in keeping with the Region's new mandate to develop municipal business/industrial parks. In particular, the Region is interested in ensuring that appropriate development occurs around transitway stations and direct ownership of such land would facilitate such development.

At the time of transfer, the Region was undertaking an environmental assessment study of the Southwest Transitway Extension. With the deletion of the Inner Ring Road soon after transfer of the land, it was realized that there was considerable flexibility with respect to where the transitway might be located through the Centrepointe section of the corridor. It was concluded that the decision on the precise location was a detail beyond the scope of the EA study and that a separate exercise be undertaken to define the precise alignment. As the primary factor affecting the location was land use, the Planning Act was identified as the mechanism that would be used to enact the decision.

In July 1997, the Region and the City of Nepean jointly retained J.L. Richards and Associates Ltd. to undertake a traffic study of the Centrepointe community. Nepean's interest was related to operational problems on internal streets, while the Region was interested in maximising development in the area and improving access to its lands.

In February 1998, FoTenn Consultants Inc. were retained by the Planning and Development Approvals Department to review the issues affecting the Region's lands in Centrepointe and propose recommendations on how to proceed. This report was delivered in July 1998, and staff's proposed action as noted later is based upon FoTenn's conclusions.

WHERE SHOULD THE TRANSITWAY BE LOCATED IN CENTREPOINTE?

The basic issue addressed in the 1998 Study was where should the future transit station in Centrepointe be located? Currently, the Southwest Transitway ends at the Baseline Station, in Centrepointe. This station was one of the first ones built in the system, opening in 1983. It is recognized that the station, as built, is not suitable to accommodate an extension to the south, and will have to be rebuilt at the time of the transitway extension to Barrhaven.

Due to the protection of land in Centrepointe, and its later acquisition by the Region, the opportunity is available to move the Baseline Station west about 100 metres, if this is desirable. Any possible shift in the transitway is restricted to the north part of Centrepointe, due to the commitment to construct the Peter D. Clarke Home for the Aged in the southern part of the corridor.

DESCRIPTION OF THE ALTERNATIVES

Concepts 1 and 2, attached, show functional designs for the Baseline Transitway Station at the east and west locations, respectively.

Both options include the additional roadway links as recommended in the J.L. Richards report. The Navaho Drive Extension, linking Constellation Crescent to Woodroffe Avenue, and opening up the Constellation intersection at Baseline to full movements (it currently is a right-out only) will improve access to the Centrepointe employment lands and also improve bus circulation.

In terms of transit operation, both stations are characterized by a below-grade, on-line platform, and an at-grade local platform. In the case of Concept 2, the local platform is split in two, while in Concept 1, it is located west of the on-line platform. Operation is not significantly different.

The opportunity provided to develop surplus land however is significantly different with the two alternatives. One of the reasons Concept 2 was originally proposed was that it shifted the lands to have frontage on Woodroffe Avenue, which was expected to increase their potential for development. Concept 1, in contrast, has its surplus land internal to the community, with access on internal collectors, primarily.

Access to Parcel A could be a problem. It is unlikely that left-in or left-out access could be provided with Concept 1. Concept 2 could likely have such access off the Navaho Drive extension. It is not clear that this is an advantage for Concept 2, however, as it is possible that some of this land will be required for stormwater management.

Both options show potential for removal of the Park and Ride lot and redevelopment of these lands. This may occur if the planned lot at Fallowfield and Woodroffe substantially shifts the demand from this location. A decision would not be made until the Fallowfield lot is completed and fully operational, probably by 2003.

EVALUATION OF THE ALTERNATIVES

The two alternatives exhibit a number of advantages and disadvantages. The factors that favour each are discussed below:

Advantages of Concept 1 (East Location):

- *Algonquin proximity:* Algonquin College is the major generator of walk-in traffic to the Baseline Station. While a large proportion of this is captive - and as a result unlikely be affected by a 100 metre shift to the west, it is likely that some impact would occur. The east location is therefore favoured.
- *One Campus:* Leaving the transitway at the east location results in the surplus lands being developed as effectively an extension of the current Arnon lands. The resulting creation of one large campus offers an increased possibility of promoting non-automobile use through such measures such as: Transportation Demand Management, employer-sponsored transit passes, and also an improved ability to intensify through redevelopment.
- *Concentrates Transportation Corridors:* It has been noted that the transitway, like major roads, acts as a barrier to pedestrian activity. Placing the transitway next to Woodroffe Avenue ensures that only a single (albeit larger) barrier occurs.
- *Cost:* If there are no enclosed pedestrian links, or if there are links to both the east and west, the cost of the two alternatives would be similar. However, the link to the east has a higher likelihood of being constructed, due to the greater generation of transit users by Algonquin and a desire to resolve the current safety issue related to large numbers of pedestrians crossing Woodroffe Avenue at-grade. If only the east link is constructed, Concept 1 would be about \$2 million less due to its shorter length.
- *Timing:* As the surplus lands on Concept 2 are located where the current station is located, it will not be possible to develop the lands until the station is relocated. At present, the timing of the extension is in the 5-10 year time frame, according to the Transportation Master Plan.

In contrast, the lands with Concept 1 can be developed now (a limited easement may need to be reserved to facilitate future reconstruction of the station).

Advantages of Concept 2 (West Location):

- *Ease of Construction:* Concept 2 involves construction of a new station at a separate location from the existing Baseline Station. This will allow the existing station to continue operating without interference during construction of the new station.
- *Traffic:* Concept 2 will have fewer conflicts between buses and vehicular traffic, due to the greater separation of the intersections along the Navaho Drive Extension.
- *Employment Lands Proximity:* The west location is more central to the current and future employment lands in CentrepoinTE. While the transit use from these lands is expected to be comparably less than from Algonquin, it is likely that they would be less “captive” and more likely to be influenced by improved proximity to the station.
- *Development Potential:* Concept 2 creates parcels fronting on Woodroffe Avenue, which should have greater development potential for several reasons: increased visibility, possibility of either office or retail (retail would be unlikely with Concept 1), 7% more surplus land, and easier access.

EVALUATION CONCLUSION

The conclusion of the evaluation is that Concept 1 is favoured, for the following reasons:

While Concept 2 was considered to have a greater development potential, Concept 1 allows the surplus lands to be developed now, whereas Concept 2 requires either several years delay, or advancement of the relocation of the Baseline Station at a cost of about \$8 million

In conclusion, staff recommend the transitway remain along the east side of CentrepoinTE, and be developed in a similar manner to Concept 1 attached to this report.

BASELINE-WOODROFFE PRIMARY EMPLOYMENT CENTRE

Section 4.2 of the current Regional Official Plan (ROP) includes the following employment objectives.

- To increase the proportion of jobs within walking distance of existing and proposed rapid transit stations;
- To ensure that designated employment areas are easily accessible by public transit and roads to service pedestrians, cyclists, cars and trucks and are provided with other Regional infrastructure;
- To achieve by the end of the planning period, relatively intense mixed used development adjacent to all rapid transit stations located in designated Town Centre or Primary Employment Centres and;
- To design employment areas in a manner that supports high levels of pedestrian, cycling and transit use.

Lands in the vicinity of the existing Baseline Transitway Station are designated “Primary Employment Centre”. In the Regional Official Plan Employment Centres are intended to have mixed-use development at relatively high densities.

The mix of uses may include shops, offices, services, housing and community facilities with potential development of at least 5000 jobs.

BASELINE-WOODROFFE CENTRE TRANSPORTATION REVIEW

Dillon Consulting Ltd. are close to completing a transportation review of the Baseline-Woodroffe Centre in order to determine appropriate density levels for all lands, both those vacant and those available for potential redevelopment. The density recommendations emanating from the transportation analysis will lead to the completion of a Secondary Plan by the City of Nepean for the Primary Employment Centre.

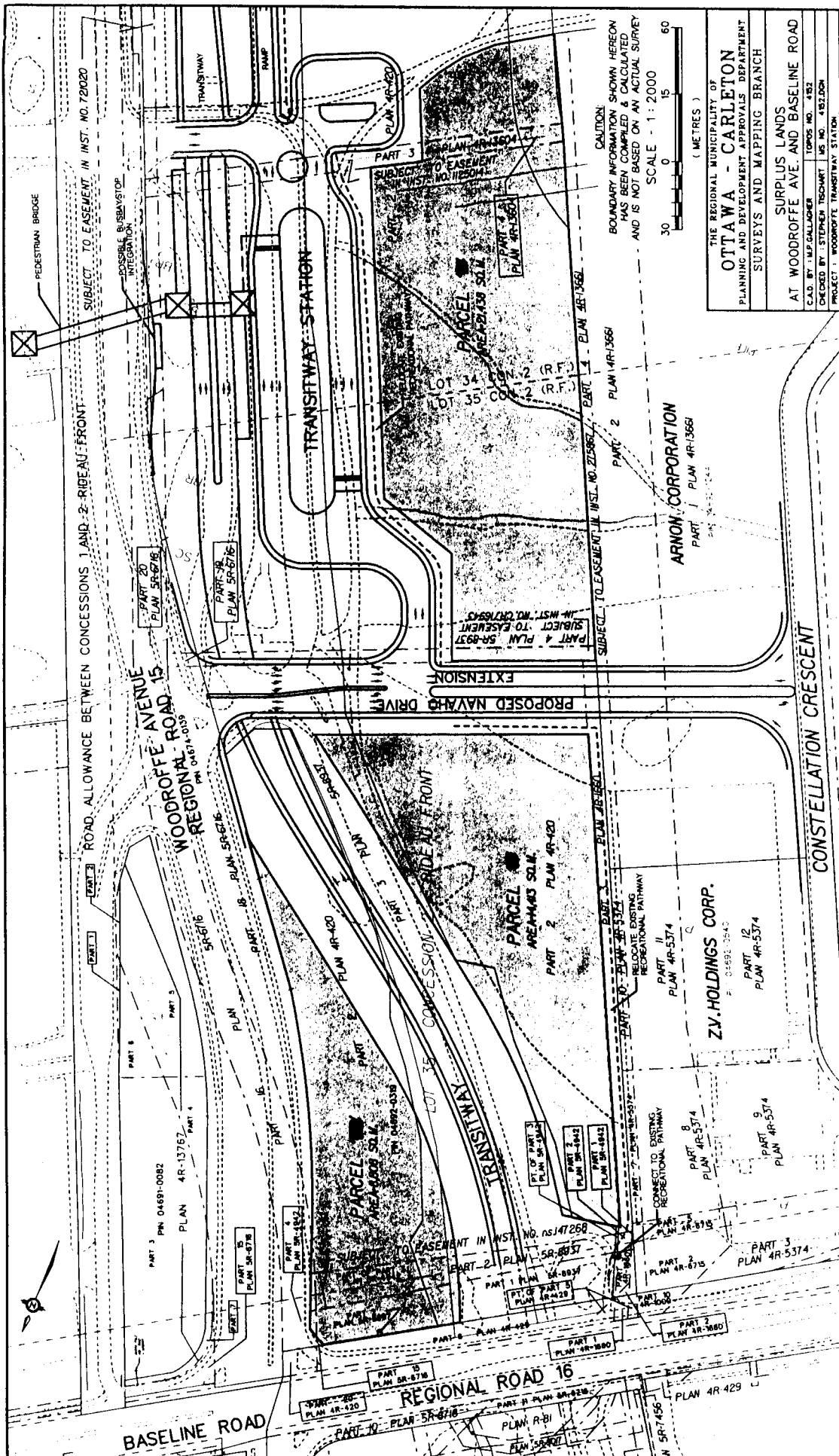
Among the fundamental assumptions and conclusions reached in this study are the following:

- 1) The extension of Navaho Drive from the east side of Woodroffe through to Constellation Drive on the west side of Woodroffe should be protected for to facilitate access to vacant land parcels in the vicinity of the Transitway Station.
- 2) The grade separation of the Navaho Drive extension and Southwest Transitway should be protected for.
- 3) The optimum development potential arises from the future reconfiguration of the grade separated Transitway Station located as in Option 1.

Upon the adoption of a Secondary Plan for the Baseline-Woodroffe node the City of Nepean Official Plan policies will be reviewed.

*Approved by
Nick Tunnacliffe, MCIP, RPP*

BR/RM/jg



CAUTION
BOUNDARY INFORMATION SHOWN HEREON
HAS BEEN COMPILED & CALCULATED
AND IS NOT BASED ON AN ACTUAL SURVEY

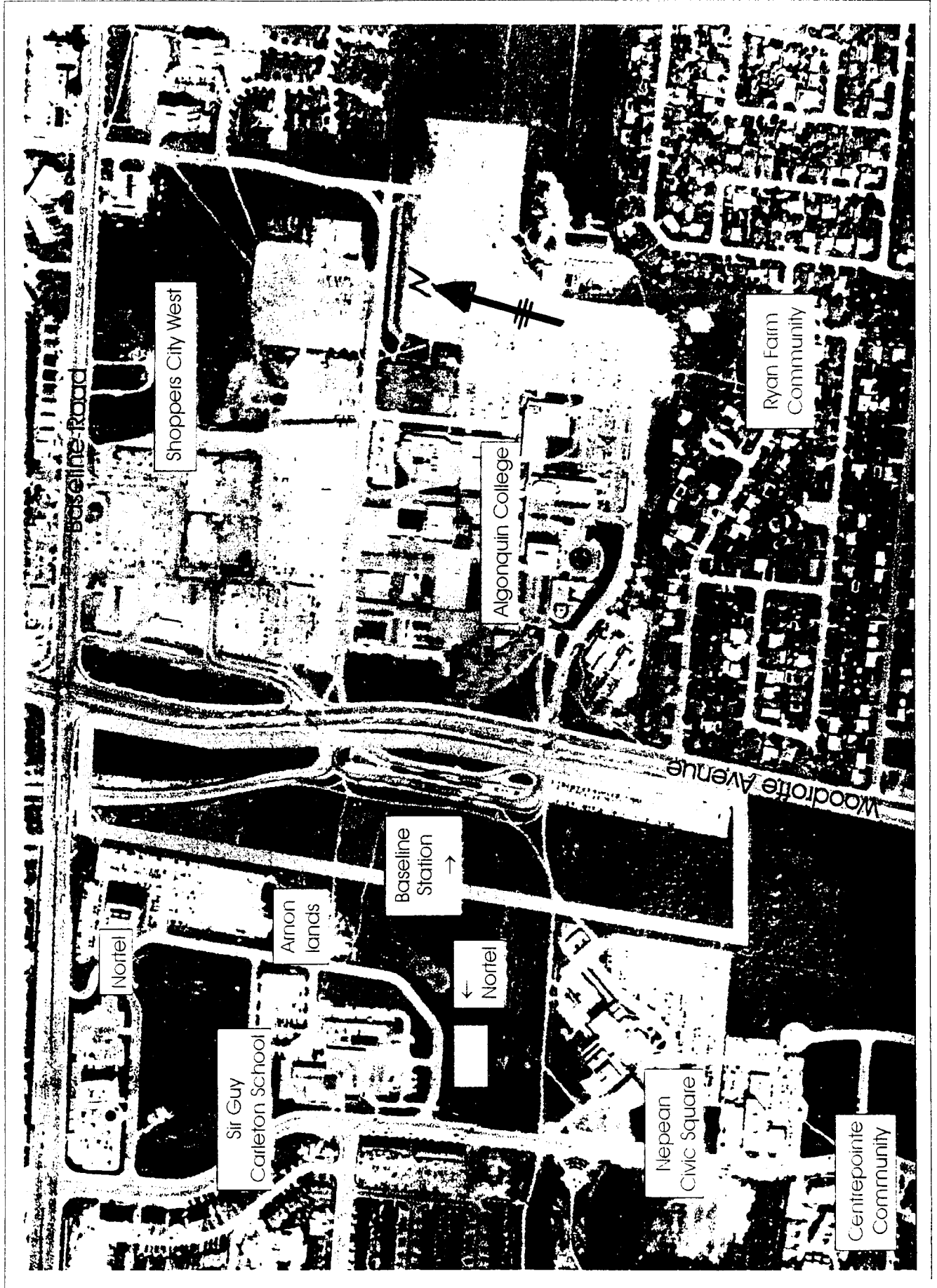
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THE REGIONAL MUNICIPALITY OF
OTTAWA - CARLETON
PLANNING AND DEVELOPMENT APPROVALS DEPARTMENT
SURVEYS AND MAPPING BRANCH

SURPLUS LANDS
AT WOODROFFE AVE. AND BASELINE ROAD
C.A.D. BY J.M.P. GALLAGHER (TOPOS. NO. 482)
CHECKED BY STEPHEN TESCHNER (S.S. NO. 482.004)
PROJECT: WOODROFFE TRANSITWAY STATION

Aerial Photo - Lands in the Vicinity of the Baseline Transit Station



BASELINE ROAD



PARCEL A
0.8 ha

PARCEL B
1.5 ha

NAVAHO

PARCEL C
1.9 ha

ALGONQUIN

WOODROFFE

1.5 ha
POSSIBLE PARK AND RIDE EXPANSION

RELOCATE EXISTING
RECREATIONAL PATHWAY

RELOCATE EXISTING
RECREATIONAL PATHWAY

RELOCATE EXISTING
RECREATIONAL PATHWAY

POSSIBLE BUS STOP
EXPANSION

POSSIBLE BIKE
EXPANSION

USE AND RIDE
EXISTING

POSSIBLE FUTURE
EXPANSION

CONNECT TO EXISTING PATHWAY

NOTES
EXTENSION TO SHOWING CITY

BASELINE STATION CONCEPTS
CONCEPT 1
SCALE 1:2000 MARCH 12, 1998
NTS

BASELINE ROAD



PARCEL A
21 ha

PARCEL B
0.42 ha

NAVAHO

PARCEL C
24 ha

ALGONQUIN

WOODBROFF

1.2 ha
RESERVED PARK AND REC LOT

CONNECT TO EXISTING
RECREATION PATHWAY

RELOCATE EXISTING
RECREATION PATHWAY

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BASELINE STATION CONCEPTS
CONCEPT 2
SCALE 1:2000 MARCH 12, 1998
NTS



**BASELINE TRANSITWAY STATION: PROPERTY PROTECTION
FOR FUTURE GRADE SEPARATION**

COMMITTEE RECOMMENDATIONS

That Council approve the following:

- 1) The protection of property to achieve the long-term grade separation of the Southwest Transitway and Baseline Transitway Station as illustrated in Exhibit 1 (representing Concept 1);**
- 2) The protection of property for the right-of-way for the extension of Navaho Drive west of Woodroffe Avenue to Constellation Drive in order to facilitate the maximum development of the Baseline-Woodroffe Primary Employment Centre as illustrated in Exhibit 1.**

DOCUMENTATION

1. Commissioner, Planning and Development Approvals Department report dated 18 May 00 is immediately attached.
2. Extract of Draft Minute, Joint Transportation Committee/Transit Services Committee meeting of 24 May 00 follows the report and contains a record of all votes.

Extract of Draft Minute
Joint Transportation/Transit Services Committee
24 May 2000

**BASELINE TRANSITWAY STATION: PROPERTY PROTECTION
FOR FUTURE GRADE SEPARATION**

- Commissioner, Planning and Development Approvals Department report
dated 18 May 00

Mr. Brendan Reid, Head, Transportation Planning, began by saying the report deals with the protection of property for long-term needs relative to the Southwest Transitway, the future configuration of the Baseline transitway station and other infrastructure. Mr. Reid provided background information on the acquisition of approximately 70 acres of land in the vicinity of the Baseline transitway station from the National Capital Commission. He noted that, at the time, the property was being protected for the Inner Ring Road, a roadway that was subsequently removed from the Regional Official Plan (ROP), leaving more property available than is required.

Mr. Reid said staff examined two concepts relative to the best configuration for the future Southwest Transitway and the Baseline station. These are identified and detailed in the report as Concepts 1 and 2. Staff has concluded that the better of the two concepts (Concept 1) would keep the transitway tight to Woodroffe Avenue and allow for the future reconfiguration to take place primarily on the same side and at the same location. This would release the surplus property to the west for more immediate development.

Mr. Reid pointed out that the transitway station and the surrounding lands are in a Primary Employment area. The ROP policies about development in the vicinity of transitway stations call for dense development as close as possible to the station and to the Baseline/Woodroffe node. The Region and the City of Nepean are working on a secondary plan for the area that will recommend densities on various blocks to ensure a high number of jobs and the corresponding transit modal shares. Mr. Reid said the following assumptions have been made: first, extending the transitway to Barrhaven will require grade separation and station reconfiguration and, secondly, the extension of Navaho Drive west of Woodroffe will also require grade separation to eliminate conflicts between cars and buses.

Councillor R. Cantin asked who would pay for the extension of Navaho Drive. Mr. Reid replied that the developers, through Regional Development Charges (RDC) would make the appropriate contributions: Navaho Drive will be a public road when constructed. Councillor Cantin wanted to know whether grade separation of the transitway would be expensive. Mr. Reid confirmed this would be the case. He pointed out that, for a long while, transitway service to Barrhaven will be provided through lanes on the Woodroffe corridor, but eventually, with future growth, the fully grade-separated transitway, including the Baseline Station reconfiguration, will be required.

Extract of Draft Minute
Joint Transportation/Transit Services Committee
24 May 2000

Councillor J. Legendre asked whether access to Parcel N2 remains a problem under Concept 1. Mr. Reid replied in the affirmative. He agreed with the Councillor that lowering the transitway will provide opportunities to connect, through air rights, parcels N1 and N2. Councillor Legendre inquired about the process for divesting the Region of such a large property. The Director, Property Services, Rob Ennor, responded that staff has been discussing with Arnon Corporation, the owner of adjacent parcels, the possibility of their purchasing parcels M and N, but not parcel N2. Mr. Ennor, replying to a further question from Councillor Legendre, said only one buyer is being considered. A report on this matter will be presented to the Corporate Services and Economic Development Committee on June 6th.

Councillor M. McGoldrick-Larsen asked whether the cost of putting the transitway below-grade and redeveloping the transit station are identified in any capital budget. Mr. Reid replied in the negative, adding these projects are outside the ten-year capital program. He pointed out that what is now being developed is the preliminary version of the Southwest Transitway. Mr. Reid added that one positive thing about this project is that it lends itself well to phasing over a long period of time, delaying the need for major capital investment.

Councillor McGoldrick-Larsen wanted to know what measures the secondary plan will contain to limit parking in the area and to maximize transit at the Baseline Station. Don Herweyer, Senior Project Manager, Planning and Development Approvals, said the Draft Secondary Plan requires that the maximum parking ratio apply to these lands. He explained that “maximum parking” is really the minimum of parking that can be provided and is a requirement of most zoning by-laws. Councillor McGoldrick-Larsen wondered whether there was, as part of the secondary plan, any discussion about building the transit station inside a commercial development. Mr. Herweyer reiterated comments made earlier about possible future air rights over the transitway. Councillor McGoldrick-Larsen indicated that, from her experience of secondary plans, this kind of facility is better planned at the conceptual phase as opposed to making it a possibility for the future.

Councillor Cantin asked why the Region wasn't considering a long-term lease for the property and the air rights as opposed to selling it outright. Rob Ennor responded by saying staff looked into the concept of developing access from Woodroffe Avenue to the lands at the rear, but no one who was approached responded positively. Mr. Ennor clarified he was not saying this couldn't happen but it would not happen in the short or medium term. Staff also explored the possibility of a lease with the abutting owners but they were not amenable, for financial reasons. In the meantime, the adjacent owner is interested in quickly proceeding with a project for a major tenant.

Extract of Draft Minute
Joint Transportation/Transit Services Committee
24 May 2000

Councillor Cantin inquired what would prevent the Region from moving the transitway station to that location when it is rebuilt. The Chair of the Transit Services Committee, A. Loney, indicated the main reason this item is before the Joint Committees is to decide whether the transit station should remain where it is or be moved back: these were the alternatives explored by staff. Chair Loney said he approached some development companies several years ago to see whether there was any interest, but they all seemed to feel that the configuration of Woodroffe Avenue and the proximity to Baseline Road limited access. He added that everything is predicated on the Navaho Drive Extension since it would be used to service the inner blocks. Chair Loney noted that the City of Nepean has already protected some land for the extension from the first phase of the Nortel project and has earmarked funds from development charges to build the roadway. The funds would come from the new City and represent a combination of development charges from the City of Nepean and from the Region.

Councillor Cantin asked whether Nortel has been approached to see if it is amenable to having the transit station within its building. Chair Loney spoke of meeting with the developer, Arnon, and with Nortel executives, and of voicing his reservations about the project. He posited it doesn't make sense to sell or encumber any of the land until a decision is made about where the station will go ultimately. If the land is sold, the Region may have to expropriate it in the future. Chair Loney stressed the importance of ensuring that the right location is closest to Woodroffe Avenue.

Councillor Cantin pointed out that transit developments at the St Laurent Shopping Centre, Place d'Orléans and the Riverside Hospital are all success stories. He posited that the best use is to have a transit station integrated into a large employer's building, and this is what the Region should try to do with this development. Councillor Cantin felt the Region has the upper hand, since the developer is eager to proceed and Nortel is a known supporter of transit. Chair Loney indicated that the report recommendations would confirm the location of the transit station as essentially where it is now, leaving the Region free to dispose of other pieces of property adjacent to it.

After further discussion, the following was considered:

Extract of Draft Minute
Joint Transportation/Transit Services Committee
24 May 2000

Moved by H. Kreling

That the Transportation Committee and the Transit Services Committee recommend Council and the Ottawa-Carleton Regional Transit Commission approve:

- 1) The protection of property to achieve the long-term grade separation of the Southwest Transitway and Baseline Transitway Station as illustrated in Exhibit 1 (representing Concept 1);**
- 2) The protection of property for the right-of-way for the extension of Navaho Drive west of Woodroffe Avenue to Constellation Drive in order to facilitate the maximum development of the Baseline-Woodroffe Primary Employment Centre as illustrated in Exhibit 1.**

YEAS: W. Byrne, H. Kreling, J. Legendre, M. McGoldrick-Larsen, A. Loney 5

NAYS: C. Doucet, R. Cantin 2