

**Subject: Cycling Facilities on the Maitland Avenue Bridge over Highway 417**

**File Number: ACS2024-PDB-TP-0002**

**Report to Transportation Committee on 23 May 2024**

**and Council 29 May 2024**

**Submitted on May 13, 2024 by Jennifer Armstrong, Director, Transportation Planning Services, Planning, Development and Building Services Department**

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**Ward: Bay (7); College (8)**

**Objet: Infrastructures cyclables sur le pont de l'avenue Maitland enjambant l'autoroute 417**

**Dossier: ACS2024-PDB-TP-0002**

**Rapport au Comité des transports**

**le 23 mai 2023**

**et au Conseil le 29 mai 2024**

**Soumis le 13 mai 2024 par Jennifer Armstrong, Directrice, Planification des transports, Direction générale des services de la planification, de l'aménagement et du bâtiment**

**Personne ressource: Kalle Hakala, Gestionnaire de programme, Planification du transport actif**

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**Quartier: Baie (7); Collège (8)**

## **REPORT RECOMMENDATION(S)**

- 1. That Transportation Committee recommend that Council authorize the General Manager of Planning, Development and Building Services to enter into an agreement (including any amendments, extensions, or renewals) with the Ontario Ministry of Transportation to build new cycling facilities on the Maitland Avenue bridge over Highway 417; and**
- 2. That Transportation Committee recommend that Council authorize the financial allocation of the City's Major Active Transportation Structures Program budget to be used to reimburse the Province of Ontario up to a maximum amount of \$5,403,185.84 (includes sunk HST) for the construction of these cycling facilities, as described in the report.**

## **RECOMMANDATION(S) DU RAPPORT**

- 1. Que le Comité des transports recommande au Conseil municipal d'autoriser la directrice générale de la Direction générale des services de la planification, de l'aménagement et du bâtiment à conclure une entente (comprenant toute modification, toute prolongation ou tout renouvellement) avec le ministère des Transports de l'Ontario en vue de construire de nouvelles infrastructures cyclables sur le pont de l'avenue Maitland enjambant l'autoroute 417;**
- 2. Que le Comité des transports recommande au Conseil municipal d'autoriser l'affectation financière du budget du Programme des grandes infrastructures pour le transport actif de la Ville pour rembourser la province de l'Ontario jusqu'à concurrence de 5 403 185,84 \$ (y compris le coût irrécupérable de la TVH) pour la construction de ces infrastructures cyclables, tel que décrit dans le rapport.**

## **EXECUTIVE SUMMARY**

The Ministry of Transportation of Ontario (MTO) plans to replace the Maitland Avenue bridge over Highway 417. To align with the City's 2023 Transportation Master Plan, the City has requested that the Province include new cycling facilities across the bridge as part of its planned replacement. To accommodate this request, the Province requires the City to enter into a construction and maintenance agreement. The proposed agreement is attached to this report as Document 1 and stipulates that the Ministry shall include cycling facilities on the new Maitland Avenue bridge over Highway 417 and that all costs associated with the construction of the cycling facilities, up to a maximum

amount of \$5,403,185.84 (includes sunk HST), shall be the responsibility of the City.

Detailed design of the structure is currently being completed by the Ministry of Transportation of Ontario (MTO) with construction completion anticipated in 2027. Per the terms of the agreement, the City will be invoiced by the MTO no earlier than January 1, 2026 and prior to December 2027.

The City will only be contributing funds for costs associated with the new cycling facilities on the Maitland Avenue structure. This includes a raised two-metre-wide uni-directional cycle track and 0.9-metre-wide concrete buffer on both sides of the bridge. All other costs associated with the bridge replacement, which includes two-metre-wide concrete sidewalks on both sides and five 3.5-metre-wide traffic lanes, will be the responsibility of the Province. With Council's approval, payment for the cycling facilities will be funded through the Major Active Transportation Structures Program.

Considering the City's future plans for this corridor as a key cycling connection over Highway 417 and recognizing that the Ministry of Transportation of Ontario's (MTO) new bridge will have a lifespan of over 75 years, it is important to capitalize on this opportunity to provide cycling facilities across the Maitland Avenue bridge as part of its planned replacement.

## **RÉSUMÉ**

Le ministère des Transports de l'Ontario (MTO) prévoit de remplacer le pont de l'avenue Maitland qui enjambe l'autoroute 417. Afin de s'aligner sur le Plan directeur des transports de la Ville pour 2023, la Ville a demandé au gouvernement provincial d'inclure de nouvelles infrastructures cyclables sur le pont dans le cadre de son remplacement prévu. Pour répondre à cette demande, le gouvernement provincial exige que la Ville conclue un accord de construction et d'entretien. L'accord proposé est joint au présent rapport en tant que document 1 et stipule que le ministère doit inclure des aménagements cyclables sur le nouveau pont de l'avenue Maitland enjambant l'autoroute 417 et que tous les coûts associés à la construction des aménagements cyclables, jusqu'à un montant maximum de 5 403 185,84 \$ (y compris le coût irrécupérable de la TVH), seront à la charge de la ville.

La conception détaillée de la structure est en cours d'achèvement par le MTO, et la construction devrait être achevée en 2027. Selon les modalités de l'accord, le MTO facturera les coûts à la Ville au plus tôt le 1<sup>er</sup> janvier 2026 et avant décembre 2027.

La Ville ne contribuera au financement que pour les coûts associés aux nouvelles

infrastructures cyclables sur la structure de l'avenue Maitland. Il s'agit d'une piste cyclable unidirectionnelle surélevée de 2 mètres de large et d'une zone tampon en béton de 0,9 mètre de large de chaque côté du pont. Tous les autres coûts liés au remplacement du pont, qui comprend des trottoirs en béton de 2 mètres de large des 2 côtés et 5 voies de circulation de 3,5 mètres de large, seront à la charge du gouvernement provincial. Avec l'approbation du Conseil municipal, le paiement des infrastructures cyclables sera financé par le Programme des grandes structures pour le transport actif.

Compte tenu des plans de la Ville pour ce couloir en tant que lien cyclable clé au-dessus de l'autoroute 417 et du fait que le nouveau pont du MTO aura une durée de vie de plus de 75 ans, il est important de profiter de cette occasion pour aménager des infrastructures cyclables sur le pont de l'avenue Maitland dans le cadre de son remplacement planifié.

## BACKGROUND

The Ministry of Transportation of Ontario (MTO) plans to replace the Maitland Avenue, Woodroffe Avenue, Pinecrest Road, and Richmond Road bridges over Highway 417. The location of these structures can be seen below in Figure 1. These bridges currently lack cycling facilities.



Figure 1: MTO Bridge Replacement Locations

In March 2017, City Council approved the bundling of the Province's Highway 417 Expansion Project with the City's Stage 2 Light Rail Transit contract. This would have included the replacement of the Maitland Avenue, Woodroffe Avenue, Pinecrest Road, and Richmond Road bridges as part of the Province's Highway 417 expansion plans. However, in July 2018, the Province deferred the Highway 417 Expansion Project to a later date, currently not scheduled. Given the immediate rehabilitation needs for the aging structures, the Province subsequently separated the replacement of these bridges from the overall Highway 417 Expansion Project and plans to complete the bridge replacements within the next five years, in advance of any future Highway 417 widening.

Given the lack of cycling facilities on the four bridges, formal requests were sent to the Province by Mayor Sutcliffe and Transportation Committee Chair Tierney to ask the Ministry of Transportation of Ontario (MTO) to include improved active transportation facilities as part of the planned renewal work. As a result, the MTO agreed to include and absorb the costs for the nominal widening for active transportation facilities on the Woodroffe Avenue, Pinecrest Road, and Richmond Road bridges. The MTO also agreed to consider opportunities for including active transportation infrastructure on their future capital construction projects where municipal active transportation routes cross provincial highways. However, given the extent of work needed to widen the Maitland Avenue bridge to accommodate cycling facilities, the MTO indicated that the cost for these facilities would be borne by the City. Sidewalks would remain a cost to the MTO.

To incorporate the new cycling facilities into the Maitland Avenue bridge replacement, the Ministry of Transportation of Ontario (MTO) requires the City to enter into a construction and maintenance agreement. The cycling facilities proposed in this agreement reflect the preferred design alternative that was established in the Environmental Assessment (EA) study for the Maitland Avenue Highway 417 Bridge Cycling Improvements. This Municipal Class (Schedule B) EA was completed by the City in May 2018 at the request of the MTO to support the bridge work and Highway 417 widening that was originally planned.

## **DISCUSSION**

Council approval is required to delegate authority to the City's General Manager of Planning, Development and Building Services to enter into an agreement with the Ministry of Transportation of Ontario (MTO) for the design and construction of cycling facilities as part of the MTO's planned Maitland Avenue bridge replacement over Highway 417. Council approval is also required to allocate funding from the City's Major Active Transportation Structures Program budget to be used to reimburse the MTO up

to a maximum amount of \$5,403,185.84. The proposed agreement is attached to this report as Document 1.

Detailed design of the structure is currently being completed by the Ministry of Transportation of Ontario (MTO) with construction completion anticipated in 2027. Per the terms of the agreement, the City will be invoiced by the MTO no earlier than January 1, 2026 and prior to December 2027.

The City will only be contributing funds for costs associated with the new cycling facilities on the Maitland Avenue structure. This includes a raised 2-metre-wide uni-directional cycle track and 0.9-metre-wide concrete buffer on both sides of the bridge. All other costs associated with the bridge replacement, which includes 2-metre-wide concrete sidewalks on both sides and five 3.5-metre-wide traffic lanes, will be the responsibility of the Ministry of Transportation of Ontario (MTO)

The provision of separated cycling facilities will enable improved connections for communities north and south of Highway 417, improved cycling level of service, improved safety, and increased support for cyclists of all ages and abilities. The Official Plan and 2023 Transportation Master Plan include policies to foster vibrant, healthy, inclusive communities where more than half of trips are made using sustainable modes; a new cycling connection across the Maitland Avenue bridge supports and advances these policy objectives.

Furthermore, the proposed cycling facilities are in accordance with the recommendations of applicable industry guidelines and standards including the Ministry of Transportation of Ontario's (MTO) Bikeways Design Manual and the Ontario Traffic Manual (OTM) Book 18: Cycling Facilities. Based on Maitland Avenue's average annual daily traffic volumes and current operating speeds, applicable guidelines indicate that the Maitland Avenue highway crossing meets the warrant for separated cycling facilities. These proposed cycling facilities are also in accordance with the recommendations of the Maitland Avenue Highway 417 Bridge Cycling Improvements Municipal Class Environmental Assessment completed by the City in 2018.

Considering the City's future plans for this corridor and recognizing that the Ministry of Transportation of Ontario (MTO) new bridge will have a lifespan of over 75 years, it is prudent to capitalize on the opportunity to include cycling facilities with the bridge replacement project. The MTO's project scope is limited to the replacement of the bridge span only and will not include any improved active transportation connections leading up to the structure or through the adjacent intersections. As such, the City is currently developing functional design plans for these additional connections which will

tie-in to the new cycling facilities on the bridge and carry them through the rest of the interchange and into the City's existing and planned active transportation networks - which includes connections to the Experimental Farm Pathway and adjacent neighbourhoods of Braemar Park, Bel Air Heights, Carlingwood West, Glabar Park, McKellar Heights, and Carlington.

These additional active transportation connections are a separate City project for which planning has already begun, with the intent to begin construction following the completion of the Ministry's bridge replacement.

### **FINANCIAL IMPLICATIONS**

The project is included in the 2023 TMP Part 1 Active Transportation projects and the 2024 Provisional Development Charges Background Studies and By-laws (ACS2024-PDB-GEN-0004). Upon Council approval a capital account will be setup to a maximum of \$5,403,185.84 (includes sunk HST) with repayment in 2026 funded from 43 per cent DCs, 57 per cent Tax, aligning with AT Major Structures (Project 1.000144).

### **LEGAL IMPLICATIONS**

There are no legal impediments to approving the recommendations as outlined in this report.

### **COMMENTS BY THE WARD COUNCILLOR(S)**

Councillor Johnson provided the following comments:

“Councillor Laine Johnson supports this report, which is in part the result of several meetings she held with area elected representatives from the province and City; and with City and the Ministry of Transportation of Ontario (MTO) staff. Safe, separated pedestrian and cycling links across Hwy 417 are a priority for residents of College Ward and will help establish north-south routes for recreation and commuting.”

Councillor Kavanagh provided the following comments:

“Improving cycling and walking connections across the Highway 417 is crucial for creating a more sustainable and accessible transportation network in the west-end. The inclusion of new active transportation facilities on the Woodroffe, Pinecrest/Greenbank, and Richmond structures, at no cost to the City, demonstrates the commitment from the Ministry of Transportation of Ontario (MTO) to enhance connectivity and promote alternative modes of transportation. I appreciate the ongoing cooperation of the provincial government in working with the City of Ottawa on these infrastructure plans.

The benefits of the providing infrastructure connectivity to the Maitland bridge will not only improve safety for cyclists and pedestrians but also contribute to the overall livability and vibrancy of the west-end. I appreciate the proactive approach taken by the City to address the limitations of the Ministry of Transportation of Ontario's (MTO) project scope, and the commitment to advancing the design and construction of off-structure cycling connections, demonstrating a clear path forward towards achieving the city's active transportation goals."

### **ADVISORY COMMITTEE(S) COMMENTS**

Since the cycling facilities comply with multiple design standards and legislations, including the Accessibility for Ontarians with Disabilities Act, no consultation with the Accessibility Advisory Committee was undertaken during the planning phase. The Ministry of Transportation of Ontario (MTO) will be conducting public engagement during the detailed design phase and have been requested to include the Accessibility Advisory Committee as part of their consultation.

### **CONSULTATION**

The cycling facilities were developed as part of the Maitland Avenue Highway 417 Bridge Cycling Improvements Municipal Class Environmental Assessment (EA), completed by the City in 2018. The study's public engagement efforts included one Public Information Session and a two-week online consultation. Generally, residents were supportive of the project and the proposed design. The final Environmental Study Report was placed on the public record for a 30-day review period.

The City will carry out additional consultation in the future for the planned active transportation connections beyond the bridge.

### **ACCESSIBILITY IMPACTS**

Adding cycling facilities to the Maitland Avenue Bridge will reduce the number of people cycling on the sidewalk, which in turn will reduce conflicts with pedestrians and improve the comfort for people walking, particularly those with accessibility needs.

Given that the bridge replacement is a Ministry of Transportation of Ontario (MTO) project, MTO is responsible for ensuring that the project design is in accordance with relevant accessibility regulations. The City will continue to provide input as a key stakeholder.



## **ASSET MANAGEMENT IMPLICATIONS**

Following completion of the Province's bridge works, the maintenance and repair of the new structure shall be governed by the MTO Directive B101 (May 1988), which applies to the existing structure. This Directive stipulates that the maintenance and minor repair of the roadway surface shall be the responsibility of the City, whereas the Province is responsible for the asset itself including any future rehabilitations or modifications.

## **CLIMATE IMPLICATIONS**

This project will result in improved cycling facilities over Highway 417, providing a safer and more comfortable environment for cycling. This will support mode shift and the reduction of greenhouse gas emissions from the transportation system.

## **DELEGATION OF AUTHORITY IMPLICATIONS**

Council is being requested to delegate authority to the General Manager of Planning, Development and Building Services to enter into a construction and maintenance agreement (including any amendments, extensions, or renewals) with the Province of Ontario to build cycling facilities on the Maitland Avenue bridge over Highway 417, in accordance with the agreement principles set forth in Document 1.

## **ECONOMIC IMPLICATIONS**

There are no economic implications associated with this report.

## **ENVIRONMENTAL IMPLICATIONS**

This project will result in improved cycling facilities over Highway 417, providing a safer and more comfortable environment for cycling. This will support mode shift and the reduction of greenhouse gas emissions from the transportation system.

## **INDIGENOUS GENDER AND EQUITY IMPLICATIONS**

This project will enable improved access to the Woodpark and Carlington Equity Priority Neighbourhoods. It will improve the safety and convenience of cycling as a mode of transportation, increasing the options available to residents so that they can more easily reach the destinations they need to get to. It will also help to mitigate the barrier effect created by Highway 417 and will help foster a more connected and equitable transportation system.

**RISK MANAGEMENT IMPLICATIONS**

If the City is unable to enter into this construction and maintenance agreement now and does not provide the associated funding, the Ministry of Transportation of Ontario (MTO) will remove the cycling facilities from its planned Maitland Avenue bridge replacement. To provide this important connection, a separate active transportation structure would have to be constructed, at significantly higher cost, and fully funded by the City – this less-direct connection would not be cost-effective nor practical.

**RURAL IMPLICATIONS**

There are no rural implications associated with this report.

**TECHNOLOGY IMPLICATIONS**

There are no technology implications associated with this report.

**TERM OF COUNCIL PRIORITIES**

This project supports the following 2023-2026 Term of Council Priorities:

A city that is more connected with reliable, safe, and accessible mobility options - This project improves active transportation creating a more connected, inclusive, and healthy city.

A city that it is green and resilient - Addressing barriers in the active transportation network reduces dependency on single occupant vehicle use and encourages cycling and walking as sustainable transportation options.

**SUPPORTING DOCUMENTATION**

Document 1: Maitland Avenue Bridge Construction and Maintenance Agreement

**DISPOSITION**

Following the approval of the report, staff from the Planning, Development, and Building Services Department will action the directions from Transportation Committee and Council.