

Subject: Road Modifications for the Manor Park Integrated Road, Water and Sewer Project (Arundel Avenue, Kilbarry Crescent, Braemar Street, Finter Street, Farnham Crescent and Jeffrey Avenue)

File Number: ACS2026-PDB-TP-0013

**Report to Public Works and Infrastructure Committee on 30 March 2026
and Council 8 April 2026**

Submitted on March 19, 2026 by Jennifer Armstrong, Director, Transportation Planning, Planning, Development, and Building Services Department

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Ward: Rideau-Rockcliffe (13)

Objet : Modifications de la chaussée dans le cadre du projet de réfection intégrée de la chaussée et des réseaux d'aqueduc et d'égouts de Manor Park (avenue Arundel, croissant Kilbarry, rue Braemar, rue Finter, croissant Farnham et avenue Jeffrey)

Dossier : ACS2026-PDB-TP-0013

Rapport au Comité des travaux publics et de l'infrastructure

le 30 mars 2026

et au Conseil le 8 avril 2026

Soumis le 19 mars 2026 par Jennifer Armstrong, directrice, Planification des transports, Direction générale des services de la planification, de l'aménagement et du bâtiment

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Quartier : Rideau-Rockcliffe (13)

REPORT RECOMMENDATION(S)

That the Public Works and Infrastructure Committee recommend that Council approve the road modifications described in Document 1, as part of the Manor Park Integrated Road, Sewer, and Water Project.

RECOMMANDATION(S) DU RAPPORT

Que le Comité de l'infrastructure et des travaux publics recommande au Conseil d'approuver les modifications de la chaussée décrites dans le document 1, dans le cadre du projet de réfection intégrée de la chaussée et des réseaux d'aqueduc et d'égouts de Manor Park.

BACKGROUND

An integrated Road, Sewer, and Water project is currently underway for a number of roads in Manor Park, including Arundel Avenue, Farnham Crescent, Kilbarry Crescent, Braemar Street, Jeffery Avenue, and Finter Street. To support the project, a design for the associated roadworks was prepared. The roadworks include a variety of modifications, such as new sidewalks on one side of the street, curb extensions, and speed humps, to be constructed in coordination with the water and sewer works planned for the area.

The road modifications being undertaken in Manor Park were initiated through staff's delegated authority in accordance with the City's [Delegation of Authority By-law No. 2025-69](#). Under Schedule I, Section 40 of the By-law, titled "Intersection and Road Modifications", staff have delegated authority to approve changes to roads and intersections under certain conditions. One of the conditions that must be satisfied is the concurrence of the Ward Councillor; if the Councillor does not agree with the proposed road modifications, then staff do not have the authority to approve them. In such cases, staff are required to bring forward a report to Committee and Council to seek approval for the project.

In the case of the proposed roadworks in Manor Park, the road modifications were documented in a Road Modification Approval (RMA) Report (RMA-2025-TPC-022) dated June 16, 2025. Concurrence was received from the Ward Councillor and the RMA was approved under delegated authority. However, the RMA did not include approval of the sidewalks, as this decision was deferred to September 2025 pending further input from the Councillor. This approach allowed certain elements of the project to proceed, avoiding costly delays, while providing time for additional engagement with the community.

Subsequent consultation with residents and stakeholders on the proposed plan resulted

in extensive feedback. Overall, there were mixed opinions about the need for sidewalks. The results of a City survey indicated 52 per cent of respondents oppose the sidewalks, 40 per cent are in support, and eight per cent did not express an opinion. A Councillor-led survey showed higher opposition to the sidewalks, particularly on the affected streets.

In discussions with the Ward Councillor, the option of deferral was raised. As the project involves a multi-year construction contract, it was possible to defer the sidewalk construction to 2026. However, any deferral beyond 2026 for whatever reason would remove the sidewalks from the current capital contract. Any future sidewalk project would have to be approved by Council and a new funding source identified. It is acknowledged that in discussing these options, there was miscommunication regarding the timelines of the deferral and associated impacts. As staff continue to recommend sidewalks in line with Council-approved policies, deferral beyond 2026 would no longer be a concurrence under the Delegation of Authority By-law and would thus require Council approval.

Since staff do not have the concurrence from the Ward Councillor to proceed with the sidewalk construction within the current contract, the delegated authority for this project has been lifted. As a result, the RMA report is being brought to Committee and Council for consideration and decision.

DISCUSSION

The proposed sidewalks are included in the integrated renewal project for several reasons.

1. To support vulnerable road users. The planned roadworks, including sidewalks, align with many City policies in the Official Plan, the Transportation Master Plan, the Strategic Road Safety Action Plan and the City's Accessibility Policy. All promote building infrastructure that helps protect the safety of vulnerable road users. Sidewalks provide a safe and comfortable route for everyone, including children, seniors, and people with mobility challenges who would otherwise have to travel on the roadway with mixed traffic. Without sidewalks, pedestrians must walk around parked vehicles on the roadway, creating safety risks and accessibility issues. The planned sidewalk designs include accessibility features such as tactile walking surface indicators that help with navigation. Improving the pedestrian realm benefits health, equity, and the environment.
2. For prudent financial management. Sidewalks are funded through several sources, including:

- a) By developers as part of new development sites;
- b) City-initiated, as part of new road/transit projects;
- c) City-initiated, as part of integrated renewal projects; and
- d) City-initiated, as stand-alone projects (missing links and retrofitting).

Opportunities to include sidewalks with new projects and road renewal provide the greatest economies of scale, thereby reducing costs to taxpayers. The Manor Park Integrated Road, Sewer, and Water project provides that opportunity.

Should the project be completed without sidewalks, and there is a desire to add them in the future, that would increase the funding pressure on the stand-alone sidewalk program, which already has a higher demand than funding allows.

Maximizing opportunities through coordinated reconstruction is more cost-effective and reduces the duration of disruption to the community.

3. For network connectivity. As funding is limited, the City must build pedestrian facilities in increments to achieve a fulsome network over time. This requires taking advantage of opportunities as they arise. The proposed sidewalks connect to planned future sidewalks in the area, including a sidewalk on Braemar Street (south of Eastbourne Avenue to Hemlock Road). This will further improve connectivity for pedestrians in the neighbourhood, connecting residents to major destinations such as the Manor Park Public School, parks, and transit stops.

As identified in Attachment 2 of Document 1, sidewalks are not proposed on Finter Street and Farnham Crescent (north of Arundel Avenue) due to several constraints, such as the presence of an extra-high-pressure gas main, the elevation of the connection to the existing sewer system, and mature trees near the road edge. Farnham Crescent south of Arundel Avenue is not within the scope of the integrated renewal project.

During consultation, the Manor Park Community Association requested a sidewalk along Eastbourne Avenue from St. Laurent Boulevard to Braemar Street. This section is not within the scope of the current integrated renewal project and funding is not available to implement this request. However, the connection can be assessed for feasibility when the Transportation Master Plan's Braemar Street sidewalk project is initiated, subject to future funding; this is planned as a near-term project.

For context, Figure 1 provides the existing, planned, and requested pedestrian facilities in the Manor Park neighbourhood.

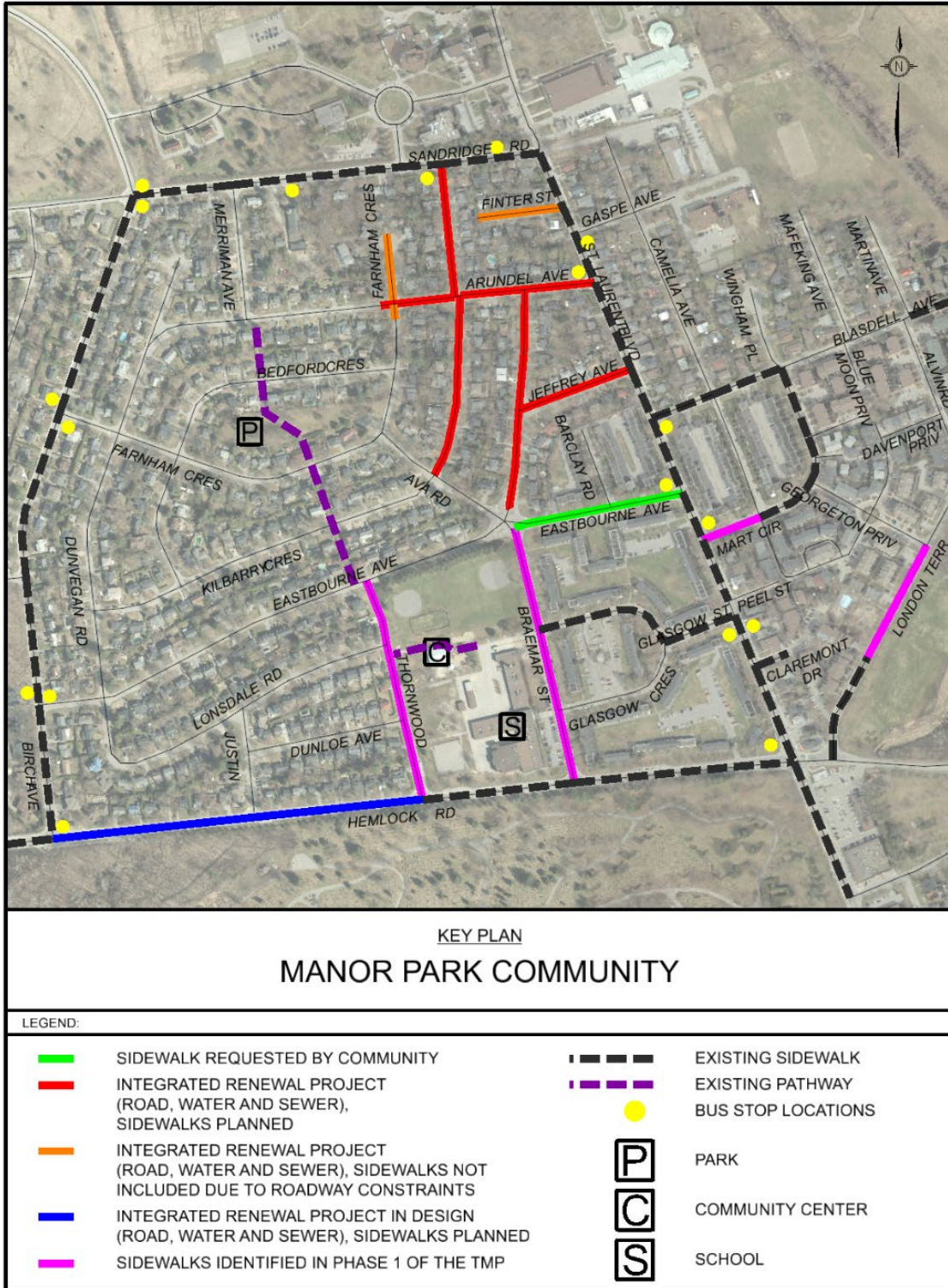


Figure 1 - Pedestrian Facilities, Context

FINANCIAL IMPLICATIONS

The total budget authority for the Manor Park Integrated Road, Water, and Sewer project is \$13.9 million, funded through capital account 910834 Jeffery - Arundel - Farnham et al. This includes approximately \$180,000 for sidewalk installation. If the sidewalks were to be constructed as stand-alone projects, the cost would be between \$500,000 and \$700,000. It should be noted that the cost estimates have been updated since the project was presented during public engagement and reflect refinements during the design and tender process.

LEGAL IMPLICATIONS

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

COMMENTS BY THE WARD COUNCILLOR(S)

I am unable to provide concurrence for the sidewalk component of this integrated renewal project and respectfully oppose the staff recommendation to proceed with sidewalk construction at this time.

As outlined in correspondence with City staff and confirmed by the Office of the City Clerk, the Solicitor, the General Manager of Infrastructure and Water Services, and the General Manager of Planning, Development and Building Services, my decision to defer sidewalk installation beyond Summer 2026 effectively removed the Ward Councillor concurrence required to proceed with this aspect of the project under delegated authority. Section 40 of Schedule I of the Delegated Authority By-law requires Ward Councillor concurrence for road modifications to proceed under delegated authority. Since staff continue to recommend sidewalks, and I do not concur with proceeding at this time, and this matter appropriately rises to the Public Works and Infrastructure Committee and Council for decision in accordance with the Road Modification Approval process.

I understood from staff that deferral would allow time for the comprehensive transportation study that Manor Park requires given the significant changes affecting the community. In April 2025 my office was presented with three options: proceed with sidewalks, bring a motion to remove, or defer sidewalks while further planning and review is conducted. I confirmed my preference for deferral with the understanding this was within policy and would provide the necessary time for proper analysis. Staff initially agreed to this approach. However, staff subsequently removed deferral as an option because they did not want to proceed with comprehensive study. Staff have clarified that deferral in their understanding meant only shifting the sidewalk from Fall 2025 to

Summer 2026 to allow for additional consultation or information, not the neighbourhood-level holistic transportation planning that is required. Any deferral beyond Summer 2026 for whatever reason would remove the sidewalks from this capital project and require a future sidewalk project to be approved by Council. Given staff's unwillingness to undertake the necessary comprehensive transportation analysis and the contract timelines, staff brought this matter to Committee and Council for decision.

While I strongly support the City's policies promoting active transportation, accessibility, and Vision Zero principles, I believe that the specific circumstances affecting Manor Park represent an exceptional case that should warrant reconsideration of how the City's Integrated Renewal Policy is applied in areas undergoing significant transformation. We must acknowledge that current policy frameworks do not adequately account for situations where holistic transportation planning considerations require comprehensive analysis that cannot be completed within standard project timelines.

Manor Park is experiencing an unprecedented convergence of major transportation and land-use changes that will fundamentally alter pedestrian patterns and mobility needs throughout the community. These interconnected changes include the future re-opening of Hemlock Road to Wateridge Village, which will introduce a major new traffic corridor, a potential full reconstruction of Beechwood Avenue that could transform our traditional main street into a central active transportation spine, proposed intersection redesigns at Eastbourne, Braemar, and Ava that may include a traffic circle, and implementation of the Manor Park Secondary Plan, which will guide future land-use decisions and shift traffic and pedestrian patterns considerably. The cumulative impact of these changes should warrant a more flexible policy approach that allows for comprehensive planning before infrastructure commitments are made.

Additionally, the internal streets of Manor Park function primarily as low-volume, local access roads with limited connectivity between major corridors and, as a result, do not experience the same level of through-traffic pressures; in contrast, current and anticipated traffic increases are concentrated along key arterial and collector corridors, including Hemlock Road, St. Laurent Boulevard, Sandridge Road and Birch Avenue, where higher traffic volumes and speeds create a greater need for targeted, pedestrian-focused design and permanent traffic calming measures.

The Manor Park Official Plan Amendment approved in 2021 introduced dramatic increases in density across 35 acres, including high-rise buildings up to 30 storeys. This level of intensification will generate substantial additional vehicle traffic, pedestrian activity, and cycling demand that will interact with the proposed infrastructure renewal areas in complex ways. During consideration of the Official Plan Amendment, both my office and the Manor Park Community Association specifically recommended that the

City undertake comprehensive, holistic transportation planning for the community to address the complex interactions between intensification, existing infrastructure, and planned transportation changes. Despite these clear recommendations made in 2021, this essential holistic transportation planning exercise has not been undertaken by City staff. This gap in planning should warrant policy flexibility to defer infrastructure decisions until proper analysis can be completed.

The absence of this holistic planning framework means that infrastructure investments, including sidewalks in this instance, risk being implemented in isolation without proper consideration of their integration with the community's transformed transportation landscape. Specific traffic studies are required, including comprehensive vehicle traffic analysis and projections accounting for intensification impacts, ground-level pedestrian and cycling assessment in the context of future demand, cumulative impact assessment of multiple concurrent transportation changes, and adjacent neighbourhood impact studies for streets affected by proximity to intensive development. The implementation of the Manor Park Secondary Plan represents a master planning exercise that will effectively determine how development in Manor Park over the next 20 to 50 years will occur. Within this long-term planning context, implementing sidewalks without understanding the full scope of future traffic patterns risks creating infrastructure that may be inadequate, inappropriately located, or require costly future modifications to accommodate the community's transformed transportation needs. These circumstances should warrant policy provisions that allow for deferral pending comprehensive analysis.

My office conducted an extensive eight-month consultation process that included two public information sessions, community surveys, ongoing resident feedback, and additional consultation sessions. This represents significantly more engagement than the typical single public information session for integrated renewal projects. Based on community survey data from 338 respondents, there is substantial opposition to sidewalk installation in the proposed area. Only 71 respondents (21 per cent) expressed support while 267 respondents (79 per cent) opposed the installation. Opposition was particularly concentrated on directly affected streets: Kilbarry Crescent received 50 responses, all opposed, Arundel Avenue received 34 responses with 31 opposed, and Farnham Crescent, Eastbourne Avenue, and Braemar Street showed unanimous or near-unanimous opposition. While community preference alone may not justify deferral under current policy, the combination of strong community opposition and the genuine need for comprehensive transportation planning should warrant policy flexibility in this exceptional circumstance.

I acknowledge the accessibility concerns raised in the staff report. My office heard from residents with mobility challenges on both sides of this issue. Some residents noted that the current infrastructure forces wheelchair users into dangerous situations and that

winters are particularly challenging for people with mobility issues. Others with mobility challenges expressed preference for no sidewalks due to technical requirements of specific mobility equipment or difficulty navigating sidewalks due to sensory processing challenges. These competing accessibility needs further underscore the importance of comprehensive transportation planning that can properly assess and address the full range of community mobility requirements. The existence of conflicting accessibility perspectives should warrant a more deliberative policy approach that allows time for thorough analysis.

I support proceeding with the critical underground infrastructure work (sewers, watermains, roadways, and curbs) as scheduled. Curbs will be installed as required for proper drainage, road protection, and infrastructure longevity. However, sidewalk implementation should be deferred and revisited as part of the comprehensive transportation analysis that must be conducted to ensure coordinated planning given the multiple changes affecting Manor Park's transportation landscape. This deferral represents responsible stewardship of public infrastructure investments by ensuring that sidewalk decisions are made with full knowledge of how they will integrate with the community's evolving transportation network. The cost of implementing sidewalks as part of this \$13.9 million project (approximately \$180,000) will be removed from the project scope.

I respectfully request that Council defer the sidewalk component of this project and direct staff to undertake the comprehensive transportation planning that should have been completed following approval of the Manor Park Secondary Plan in 2021. This case demonstrates that current policy frameworks should be reconsidered to allow for greater flexibility when communities face exceptional circumstances involving multiple concurrent transportation changes and significant intensification that require comprehensive analysis before infrastructure decisions are finalized.

ADVISORY COMMITTEE(S) COMMENTS

Some correspondence from residents regarding the sidewalks was shared with the Councillor liaison for the Accessibility Advisory Committee. The Accessibility Advisory Committee has not provided any comments on this project.

CONSULTATION

Document 1 summarizes the consultation events with residents and the Ward Councillor. The Ward Councillor also issued a newsletter to his community on Sept 5, 2025. In this newsletter, it was stated that a comprehensive transportation analysis for Manor Park is required before infrastructure decisions are made. Currently, this type of analysis is addressed through the broader, City-wide TMP and Official Plan policies,

and through the planning work of the Active Transportation (AT) program (a component of the TMP) for stand-alone projects. This analysis is not undertaken for the integrated renewal program because the intent of the City's policy is to implement sidewalks in coordination with other projects as opportunities arise, with the long-term objective that all City streets will include sidewalks over the fullness of time.

AT policies and stand-alone project priorities were approved by Council as part of the TMP. It should be noted that there is flexibility as staff continue to review sidewalk requests that are not included in the current AT program for feasibility and opportunities for implementation in the most cost-effective manner possible. An example of this is the previously mentioned Eastbourne Avenue sidewalk request from the Manor Park Community Association.

To undertake a neighbourhood-focused study of sidewalk priorities will require staff resources and funding as this would be a new level of analysis. This could create future funding pressures given the number of neighbourhoods across the city that may want the same consideration. Furthermore, such a study would not change the City's policy to implement sidewalks on local roads as opportunities arise. Not taking advantage of the economies of scale provided by the current integrated renewal project will affect the City's capital affordability should Council choose to implement these sidewalks in the future as stand-alone projects.

ACCESSIBILITY IMPACTS

As noted in this report, the Official Plan and Transportation Master Plan call for the addition of sidewalks to local roads to improve the pedestrian realm. The presence of sidewalks has significant impacts on people with disabilities, older adults and other vulnerable pedestrians, allowing all residents to safely and equitably access their neighbourhoods. The City's Accessibility Policy states:

The City of Ottawa is committed to providing equal treatment to people with disabilities with respect to the use and benefit of City services, programs, goods and facilities in a manner that respects their dignity and that is equitable in relation to the broader public.

For the most vulnerable pedestrians (those with disabilities, including people with sight and hearing loss, older adults, children), sidewalks provide an essential safety buffer from vehicles, including motor vehicles and cyclists, allowing people to navigate their communities equitably, safely and independently. Sidewalks promote inclusion, allowing all people with disabilities to participate fully, safely, and independently, in their communities.

The City's Corporate Accessibility Office was consulted on the recommendations in this report and support the construction of sidewalks as part of this project.

ASSET MANAGEMENT IMPLICATIONS

With the construction of any new physical assets, there will be an incremental increase of total life cycle costs associated with the operations and maintenance, and future renewal of sidewalks constructed within the scope of this project. These incremental costs are typically reflected in future updates of the Long-Range Financial Plan, and Transportation Asset Management Plan. Should the new sidewalks not be constructed, there will be no associated Asset Management Implications.

CLIMATE IMPLICATIONS

Over time, the incremental addition of sidewalks within the community will create a connected network that can help promote walking as an alternative to driving, particularly for short trips. This in turn can help reduce greenhouse gas emissions.

ENVIRONMENTAL IMPLICATIONS

Environmental impacts were considered during the design. A walk-through with a Forester from the Climate Change and Resiliency Services Branch was completed and the project is expected to have minimal impact to existing trees.

The project also includes the addition of concrete curbs which will address stormwater flooding issues within the community.

RISK MANAGEMENT IMPLICATIONS

The integrated renewal contract is underway and after winter shutdown, activities on site have commenced. A decision is needed in mid-April regarding the inclusion of sidewalks in order to allow the contractor to plan their site activities.

RURAL IMPLICATIONS

This project is located within the urban area.

TERM OF COUNCIL PRIORITIES

The report recommendation aligns with the following strategic priority as outlined in the 2023-2026 Term of Council Priorities:

- A city that is more connected with reliable, safe and accessible mobility options.

SUPPORTING DOCUMENTATION

Document 1: Road Modification Approval (RMA) Report Under Delegated Authority report (RMA-2025-TPC-022), dated October 23, 2025.

DISPOSITION

Upon approval of this report, staff from Infrastructure and Water Services will move forward with the implementation of the roadworks identified in Document 1.