

# ByWard Market Public Realm Plan

# As We Heard It #3

## **Public Consultation**

February 2019



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### Background

The ByWard Market is one of the most well known destinations in Ottawa. This iconic precinct's cultural and heritage assets attract local residents as well as visitors from across Canada and the world. The heritage public market building is at the ByWard Market's symbolic core, but the precinct has a diverse collection of original shops, boutiques, retailers, restaurants and public spaces. Because of its economic and cultural contributions, the City of Ottawa plans to ensure that the Market remains a popular and successful destination in the future.

### Introduction

The ByWard Market Public Realm Plan will provide direction and designs to beautify, organize and connect the ByWard Market's public spaces to make them accessible, inclusive, safe and inviting. Public spaces are defined as city or government-owned, and are open and available to all who choose to be in them. Public assets to be studied in this project include:

- streets,
- sidewalks,
- bike facilities,
- plazas,
- squares,
- parks,
- courtyards,
- open spaces,
- · city-owned buildings, and
- city-owned parking lots.

### **Consultation Overview**

Several public consultation events were held in January 2019 to inspire and to gather public feedback about the early design directions for the Public Realm Plan. Feedback provided will help guide the project team in refining 'big ideas' and will inform the functional designs during the subsequent phase of the study.

On January 22, 2019, internationally renowned public realm expert and Founder and Co-Chair of 8-80 Cities, Gil Penalosa, was invited to give a talk at the National Gallery of Canada on the subjects of sustainable mobility as well as the design and use of parks, streets and plazas as great public places across four seasons. This talk was organized as part of the ByWard Market Realm Plan study process. Over 180 people attended the free event and were welcomed by Mayor Jim Watson. After the talk, a panel comprised of Councillor Fleury, David Leinster the project manager from The Planning Partnership and Gil Penalosa engaged the audience with a moderated Q&A session. At the end of the evening, Gil Penalosa commented on the attendance of the event, saying the level of interest speaks to the commitment and collective energy there must be for achieving great public spaces in ByWard Market and in Ottawa. The Frequently Asked Questions are available at Ottawa.ca/designbyward or see Appendix A of this report.

Public Workshop #1 was held on January 23, 2019 in Jean Piggott Place in City Hall. Approximately 40 members of the public attended one of two sessions, at 4:30 p.m. and 7:00 p.m. Details of this event were communicated using social media, the project webpage, earned media, direct notice to the project distribution list, support from local community groups and e-newsletters. The design team presented an overview of the Public Realm Plan and input to date, followed by early thinking on design principles, Character Areas, and a vision for the key streets and public spaces of the market. After the presentation, attendees had table group discussions about the concepts presented, and recorded their thoughts on feedback sheets specific to the topics presented.

This report summarizes the results of the responses of Public Workshop #1



## Key Themes from Public Workshop #1

#### **Draft Principles**

There were many comments that provided further elaboration of the draft principles, or made specific recommendations for change. For example, a number of people noted the desire for safe, accessible public washrooms. This detail is captured under the "Provide amenities for pedestrians" principle. Other comments noted a desire for shade in summer, and so this principle could be expanded to "Provide amenities and comfort for pedestrians."

## Common interests gathered from participants include:

- Providing animation and programming, both small and large scale, such as art installations and winter events. Establishing a coordinated approach and reliable funding for these events is also important;
- Ensuring standards for maintenance and operations are high, including cigarette butt disposal, snow removal, and general cleanliness;
- Providing high quality, accessible and abundant public realm elements such as street furniture, garbage/recycling, seating, lighting, and water features; and,
- Maintaining vehicular traffic and the ability to park in the market to support business.

Some people noted that the Public Realm Plan needs to respond to the land use vision for the area. The desired business mix is often described as being small-scale, local, unique, and varied retailers with fewer bars and restaurants in some locations. While land uses and their related planning policies are outside the domain of this study, good public realm design should focus on creating quality environments for people, regardless of the specific business mix. The ByWard Market will always be envisioned as an active, mixed-use district, and the public realm will respond to this.

#### **Design Visions**

Many people expressed support for the design visions presented for the streets of ByWard Market. The pedestrian priority established for the sidewalks and the creation of larger, active public spaces within the road rights-of-way is well liked. Some people still express a desire to have pedestrian-only spaces (with no cars at all); others who feel that businesses depend on vehicular circulation and parking access balance this sentiment.

#### The Market Core

Many comments echoed what we heard about the design principles. People want shade in the summer, washrooms, programming, and public art. There was a lot of support for a new destination building that has a food-related purpose, such as an extension of the existing market, and that can include indoor gardens and eating areas. Some people noted that parking needs to be considered. Some noted that a new gathering space might become an empty, dead space, that wasn't needed.

#### York and George Streets

There was a lot of support for having a wide, north-side pedestrian public space, and the opportunity it provides for pedestrian amenities and fountains. Some people questioned the necessity of having traffic on these streets, and prefered they be pedestrian-only. Others suggested that one-way streets might reduce traffic and/or the amount of space needed for vehicles. There was some support for the idea of curbless streets, where the pedestrian space and vehicular lanes are at the same level.

#### **Clarence and Dalhousie Streets**

People generally liked the pedestrian focus of the design concepts. Many like the idea of closing streets, especially Clarence Street, in the summer or for events. There is support on both sides of the parking issue: have more; have less; have on one side; have on both sides. Like the other streets in the market, there were questions about creating one-way streets.

The following is a record of the notes provided at the table groups of both sessions. (see Appendix B for templates)





#### **Principle: Market - Next Generation**

- Short term priorities:
   1) cleanliness 2) safety 3) lights
- Public WiFi
- Eliminating Rideau St underpass, it's dangerous and uncomfortable
- Keep Rideau St bus
- Protect heritage buildings
- Support food first mandate
- What is the vision for this area?
- Don't turn this into a tourist ghetto, area needs residents
- Don't count on funding, concentrate on doable, affordable and impartial enhancements
- History specific to the area e.g. lumber industry
- Gateways on east side?
- BIA: "unique character includes" owner operated business
- Sustainability/ECO/LEED green roofs/living murals

- Need for affordable houses
- Name LRT stop 'Rideau-ByWard Market'
- How do I know when I am there?
- Business mix will dictate shape/ use of public space
- Need unique experience and evolving experience
- Indoor and outdoor public space
- Public spaces are not for profit they belong to Ottawa residents. Lower costs on city space
- To draw inspiration from the best ideas found abroad
- A new architecture, audacious harmonious quality
- Safeguarding heritage buildings
- Organize activities to promote the protection of heritage buildings



#### **Principle: Pedestrians First**

- Provide good cycling access and parking - ensure good connections with the rest of the network
- Manage parking to limit the need to drive through the market
- Clear, effective bike lanes, bike parking, and security
- How will reduced traffic not harm existing business?
- Wheelchair friendly, 24hr public washrooms
- Residents need for vehicle access?
- Deliveries during "events?"
- Signs for washrooms (public, accessible, clean)

- Include way-finding (Governors Island is a good model)
- Heated sidewalks
- Think about all year long
- No seasonal closures of pedestrian areas
- Prohibit 'sandwich boards'
- Closed streets between Sussex and Dalhousie or at least one way or limited access
- William St for pedestrians only

3





#### **Principle: Enhance the Experience**

- Mandatory shoveling
- Winter proof spaces, winter programming
- More creative installations, interesting for tourist and residents
- Light projections onto buildings or other surfaces? i.e. Cité Mémoire: Encourage people to explore/linger
- · Way finding/signage
- How to manage money programing, and where
- Well maintained no cigarette
   butts outside bars

- Who is doing the programming?
- Seasonal streets pedestrian only for part of the year
- Create a role for coordinating events
- Art installations/pop-up art
- Celebrate the history, Celebrate winter
- The ByWard Market needs to be the hub for festivals and fun
- Solve the problem of homelessness
- Add benches, drinking fountains, public toilets
- Provide budget for maintenance



#### Principle: Beautify the Market

- Interactive water features: beautiful, good for kids
- Enhance heritage assets
- How can we discuss the "public realm" plans, without fully taking into account existing and future zoning, which will affect what is built beside the public realm? E.g. Existing proposals for large buildings along York St
- Higher quality street furniture and garbage/recycling/cigarette disposal

- Fountains
- Make sure there is shade for the summer
- Beautiful, interesting, unique benches, spots to read, people watch, etc.
- Add public art, murals
- Extend patio season. Heating lamps, blankets for patios, break wind in winter
- Stylized, unique, artistic lighting



#### Principle: Welcome Everyone

- Shelters in winter
- More shade needed (awnings, construction for shade)
- · Public art/interactive
- Prevent/inhibit pan handling social behavior
- Partnership spaces with Ottawa
   Tourism
- Safety, through activities, lighting, and community ownership
- Public restrooms

- Washrooms; many, safe, secure
- How to accommodate the homeless
- Create conditions for homeless people to contribute to market (have their own stands?)
- Lots of benches/conversation
   areas
- Services and infrastructure for all ages
- Comfortable and realistic all year round







#### **Principle: Support Business**

- Need messaging around having "best of the best" and "great business 365 days of the year"
- Traffic must flow both ways, not one way
- Add physical map, directory, and way-finding
- Lights pretty white safe and Instagramable
- Don't take away affordable parking
- Better more desirable vendors
- Local soaps, woodworking, Canadian 'Etsy' items
- No more white tarps for stands, all nice huts like the new red ones
- Outdoor market stalls are clean, tidy, and new
- Enforce Bylaws
- Attract and keep good mix and vendors – variety

- Chef and small restaurant incubators
- Cater to a range of demographics for food/drink, young and old, not just young adults
- Local, small, not food corporations
- Past studies recommend fewer restaurant/bars, concern about giving more space to them
- Unique and local food experience
- Don't focus on accommodation for deliveries and loading as much, up to the suppliers (deliveries will adopt)
- Timed access for deliveries (7-10am)
- 15 minute holdover for individuals who pick up produce
- Early morning or late evening delivery and loading



#### Response to the design options: New Destination Building or New Public Square, both with a pedestrian focus

- Ensure enough every day, non-programmed activity to fill spaces
- No on-street parking (or limited for deliveries)
- Shade for summer, protection in winter
- Better located washrooms and amenities for pedestrians
- Market core could hold street party events, entry ways could be monitored and the entire space could be licensed
- Kiosks could serve Ottawa craft beer and cocktails while music and art events are held in the area. Allowing for free circulation of people throughout the space
- Include incubator space for activists, pop ups, etc.
- Definitely get rid of existing parking building <sup>[70</sup> Clarence)
- Part building and part public space 50/50 split
- Need to hear more about where cars will park
- What would happen to businesses that are currently in parking struc ture 070 Clarence)
- If a new destination building is introduced, then have it for food retail use
- If you allow cars on York, you won't be able to create a vibrant square. You will keep the space fragmented
- If □eorge and York pedestrian areas are widened as planned, there's no need for new public square. New destination building would provide more value
- Prettier market stalls
- More organic and community supported agriculture
- Spaces for artists
- Jean-Talon market is a great model for the stall areas.
   Permanent or retractable shade is great
- Current market building needs to be bright and airy
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- New market building green/Eco focus diving walls/murals/brickworks)
- Links between courtyards
- Obvious and clear walking pathways
- Underground parking with low rates during business hours. People will, for the foreseeable future, drive
- If you go with a building; maybe upscale parking building on a smaller footprint with tons open space
- What is there to do in the market?
- · More art everywhere
- Underground parking beneath new destination building/market building
- Support idea of planning for seniors and persons with disabilities (more seating and clear access)
- Need for visitor info/ticket centre or kiosk, ideally by ©ttawa' sign which is very popular
- Should include WITF access, restrooms, on line and print info, ticket sales capacity
- Add small stage and bleachers and program with musicians, dancers, etc.
- Highlight, increase awareness of courtyards in market from □eorge to Murray St)
- Consider Christmas/holiday market
- · More trees with year round lights
- Agree for pedestrian streets
- Agree to destroy the parking building
- · Agree for new public space
- Cariety of seating types/options Public lockers for people to store belongings @.g. skates)
- Support idea of more family/child friendly programming and services
- Consider Christmas/holiday market
- Fund the programing of outdoor spaces

#### The Market Core: New Destination Building



- Winter proof eating hall In new destination building)
- Winter garden/public space in new destination building)
- Smaller buildings with more public space
- On York across from Ottawa sign, visitor info centre option?
- Highlight existing courtyards, Improve way-finding to them, programing within them

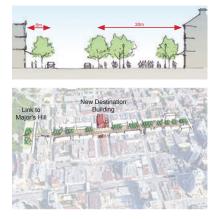
#### The Market Core: New Public Square



- Special crossing here bottom of red building)
- Short term immediately change <u>bottom right red building</u>)
- Too much empty space
- Careful when there's no more funding for programming and it looks like dead space having open space
- Back of the Bay Boulevard could be animated, drop off spot

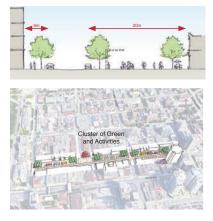


#### **York Street**



- Optimize the parking that remains. No parked delivery truck (referring to 6m gap)
- · Totally close the street to traffic
- Street one way, parking on one side only

#### **George Street**



- 2hr free parking, then enforcement can begin ticketing perhaps?
- Street one way (night or early morning delivery)
- Needs something more for south-side business, if north side is increased substantially
- This plan assumes no Salvation Army? Where do the homeless fit into all this?



#### Response to the design of York and George St

- Be bold and creative, people will come
- Like the fountain idea
- Like the offset idea of having more public space on the north side
- Offset provides more opportunity
- Like the concepts put forward for the streetscapes
- Questioning the necessity of keeping cars on York, 12m for vehicles is wasted and still a lot, and will disrupt pedestrian flow
- Why two- way traffic? Why parking? Have counter flow bike lane?
- Talk to actual delivery drivers who work for UPS/Canpar would give and actual idea of delivery issues

- Underground parking is still feasible under the streets of York and George
- Having street at level of curb, is good for accessibility and eliminates puddles when the sidewalk meets the road
- Heated sidewalks?
- One-way streets can help give more pedestrian space
- No separation at grade, sidewalks and streets at same level
- Consider reducing car traffic more with one-way only streets
- Cumberland will need vehicle
   access
- Where is the gateway for George St.?
- Public art that you can play/climb on

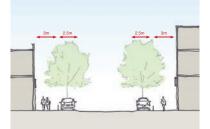


#### **Response to Clarence and Dalhousie St**

- We love closing the streets in the summer
- People love it when streets were closed to traffic during La Machine in 2017
- Could Sussex be made two-ways?
- Parking only on one side of Dalhousie – wider sidewalks – bike lanes
- Dalhousie requires more research to reduce traffic, also pay attention to cyclists
- I have never found Dalhousie sidewalks to be too narrow. Think they should leave the busy street alone
- Only one way

- True that Dalhousie too congested for buses
- Pictures of Kitchener and Halifax are great
- Reconsider it as a one-way street
- Reconsider introducing one-side parking
- Argyle of Halifax is actually a good example of what could be done, however you have to close the street in this vibrant area from time to time
- You should consider only drop off areas, but no parking
- Is it a priority to change a busy street?

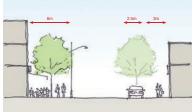
#### **Dalhousie Street**



- Cycling: if you can't have bike infrastructure, design the street for bike speeds (<30km/h) like Lansdowne
- Alternating parking to widen sidewalks?
- Agree with the plan, but in the long term extend the development to the main entrance of Mackenzie King bridge



#### **Clarence Street**



- Clarence Street as one-way?
- Do we need two way traffic, or parking? Make the left side wider
- Clarence street closure (enter from William & Dalhousie)





# Appendix 1 Frequently Asked Questions

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## Frequently asked questions (FAQs) we've heard so far

The FAQs include questions from Gil Penalosa's 'Big Ideas' talk on January 22, 2019 and from the public workshops held on January 23, 2019. The questions are not verbatim.

#### Q

What are key design directions for the ByWard Market from Gil Penalosa's keynote presentation?

#### A

Ottawa is the nation's capital and sets the example for Canadian cities in many different ways. ByWard has an important role in the capital city, and a special status in Canada. We must set the bar high for this key destination.

Half of the Byward Market area is streets. Gil's presentation highlights cities from around the world that use streets as neighbourhood amenities. It's not about copying ideas from elsewhere, but about making those ideas fit for Ottawa. The gentle majority of people are children, the elderly and people who for economic reasons have more limited choices. Public spaces need to be designed to improve the health, safety and enjoyment of the gentle majority.

Projects and visions don't happen without alliances among residents, business leaders and the city. We must keep building these conversations and alliances through the Public Realm Study and other initiatives.

Programming of public space is important. The George Street plaza became the #1 pedestrian area in the Market within a year of opening.

Everybody talks about pedestrian priority – and how to reclaim public space in the market. There are two areas to think about:

- 1. Streets are multifunctional at different times of day and year. Successful streets provide flexibility.
- 2. York Street and George Street have wide right-of-ways; they are double the width of most streets. They have a huge potential to be an impressive part of the public space network and the transportation network.

Focusing on project benefits is a great way to get things built. Better health (both physical and mental) is a benefit of an active and social lifestyle that can be supported by good design and programming. The benefits of good design are both improved happiness and economic development.

#### Q

How can design ensure people with disabilities are welcomed and accommodated? How can the public realm facilitate people of all abilities coming together?

#### Α

We must plan for people with all abilities. People with disabilities are some of our most vulnerable populations. The Accessibility for Ontarians with Disabilities Act sets out clear performance standards that new public space design must meet. The City of Ottawa has made this mandatory for public realm design.

#### Q

The use of the market building has changed over the years. What is its role today?

#### A

Ottawa Markets is responsible for the market building and its immediate surroundings. We are looking forward to collaborating with them as the key directions of their work are determined.



#### Q

Where should the cycling streets go in the Market?

#### Α

Cycling is a critical component of active transportation and necessary to ensure a balanced transportation network. The team will be determining options for ensuring safe and efficient cycling routes through the Market over the next few months.

#### Q

How can the plan respond to the needs of Indigenous Peoples? Are there any cities that do this well?

#### Α

It is important to reach out to Indigenous People and ask them how they want to participate in the Public Realm Study. The City has a protocol for consultation with Indigenous Peoples and will connect with them as partners. We are committed to involving Indigenous Peoples in the Study.

#### Q

How can the Market be more liveable for pedestrians and cyclists when the current priority is on driving and parking?

#### Α

The division between the sidewalk area and space dedicated to cars reflects the Market's past and a legacy of vehicular use. This doesn't necessarily reflect its current use. We need to change the paradigm to focus on walking and active use. For example, William Street is an important walking street that connects to the Rideau Centre. One option is to re-imagine it as a pedestrian street. We recognize the imperative of accommodating vehicle travel and parking in the Market. However, in order to give priority to pedestrians, which we know is important to the community, we have to find the right balance of car place versus pedestrian place.

#### Q

How can we stop the proliferation of bars and patios?

#### Α

The focus of Public Realm Study is on the design of the public realm – streets, courtyards, gateways. A key principle of our work is to enhance the experience in the market and to support businesses. Part of the experience is the range of shops, businesses and cultural attractions in the Market. Restaurants with outdoor patios are an important component of the experience of the market.

#### Q

How do we accommodate the homeless into public space, since it is not ethical to push them out?

#### Α

The design of the public realm must be inclusive for all to use and enjoy. The design of high quality public space is important no matter what background someone has. People deserve wide sidewalks, comfortable places to sit, and access to sunlight, shade and weather protection. A vibrant street life where everyone mixes is an outcome of a healthy urban area.

Feeling safe in public space is also an important principle, and there are ways of designing public space that make it safe for everyone. Crime Prevention Through Environmental Design (CPTED) have many design strategies that seek to increase the feeling of comfort, control and observation to help reinforce a sense of safety for everyone.



#### Q

There are many people looking for information about what to do in Ottawa. How can we showcase Ottawa tourism in ByWard Market? **A** 

A component of the Public Realm Study is wayfinding and signage. Over the next few months, the team will make recommendations to enhance the identification of key facilities and attractions and wayfinding through the Market. These recommendations will coordinate with the greater wayfinding efforts underway for Ottawa.

Creative ideas that capitalize on new or existing partnerships, alliances and platforms between the ByWard Market and other places in the city can also help us leverage the many exciting tourist options that Ottawa has to offer.

#### Q

What observations or advice does Gil Penalosa have to translate vision into action?

#### A

We should start with actions that are low risk, low cost, and high reward that create visible positive change. We don't want to start with the most controversial project because if that fails, then all can fail. We need to create alliances and move together to create synergies and identify projects that a variety of stakeholders could implement – the City, National Capital Commission, Ottawa Markets, the Business Improvement Associations, the business owners, residents, community groups, etc.

#### Q

If you remove parking in the Market, you will destroy the Market. How can you even consider removing any parking?

#### A

The Public Realm Plan will identify on-street and off-street parking. People want the Market to be pedestrian focused. In order to make the Market more pedestrian focused, the project team will look at options for balancing space dedicated to cars and space dedicated to pedestrians.

#### Q

How will your plan accommodate loading and deliveries if you change traffic operations?

A principle of the Public Realm Plan is to support businesses in the Market. Options being considered will clarify how loading and deliveries will be accommodated.

#### Q

Why have more events and programming? There's no room, no one has the capacity to manage this and it's too disruptive to the Market.

#### A

Gil Penalosa's keynote presentation illustrated the role of programming and events in creating a memorable experience in urban places such as ByWard Market. The project team will carefully assess the opportunity for various sized events and programs to occur in newly created public space in the Market. The Public Realm Plan will also identify what's required to ensure successful management and operation of events and programs in the Market.

#### Q

I don't understand how you can design the public realm of the Market without first starting with a clear vision. When will we see the vision for the Market?

#### Α

What we've heard so far from the community has helped shape the overarching design principles for the Public Realm Plan. The team is now in the process of developing the vision statement that will frame the direction for improvements to the public realm and have long lasting relevance, as the Market will continue to evolve over the coming decades.

# Appendix 2 Templates for Public Feedback

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# **TABLE GROUP ACTIVITY - 1**



#### Principle: Market Dext eneration

Celebrate the market's unique character Define the gateways to the market Create a bold and memorable public space



#### Principle: Pedestrians First Increase pedestrian space

- Provide more amenities for pedestrians Create a safe and accessible environment
- Incrementally reduce vehicle travel and parking
- Provide for all types of travel

#### Principle: Enhance the Experience

- Increase programming, events, arts and culture year round
- Design public spaces to reinforce the market's image
- Provide infrastructure for events
- Clean and well maintained







#### Principle: Welcome Everyone

Principle: Beautify the Market

- Design for Accessibility
- Provide activities for all ages
- Attractions for kids

□Plant more trees - Improve pedestrian lighting - Enhance seasonal and event lighting

High quality

- Create space for everyone - Attract all cultures, ethnicities, genders



Public Workshop #1 January 23, 2019



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# **TABLE GROUP ACTIVITY - 2**

#### The Market Core: Pedestrian Focus



#### The Market Core: New Public Square



























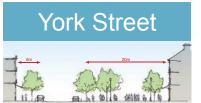


















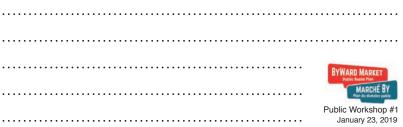










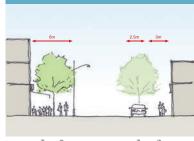




# **TABLE GROUP ACTIVITY - 4**







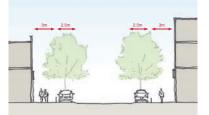
**Clarence Street** 











#### Sidewalk Flex :one Travel lance Flex :one





 •
 BYWARD MARKET
 MARCHÉ BY Pan de demans public



# **ACTIVITÉ DE GROUPE - 1**



#### Principe: La prochaine génération

⊡Célébrer le caract⊡re unique du marché - Définir les passerelles ⊡Créer un espace public audacieux et mémorable



#### Principe: Les piétons d'abord

- Augmenter l'espace pour les piétons
- Offrir plus d'aménagements aux piétons
- Créer un environnement sécuritaire et accessible
- Réduire progressivement les déplacements et le stationnement des véhicules
  - Prévoir tous les types de déplacements



#### Principe: Améliorer l'expérience

- Accroître la programmation, les événements, les arts et la culture à longueur d'année
- Concevoir des espaces publics pour renforcer l'image du marché
- Fournir les infrastructures pour les événements
- □Propre et bien entretenu



#### Principe: Soutien aux entreprises

- Soutenir le marché By en tant que destination gastronomique
- Les bâtiments du marché ancrent le marché
- Regrouper les stands de marché en plein air
- Fournir de l'espace pour de grands patios
- Accommoder les livraisons et le chargement



#### Principe: Embellir le marché

Planter plus d'arbres
- Améliorer l'éclairage piétonnier
- Améliorer l'éclairage saisonnier et événementiel
Haute qualité



#### Principe: Bienvenue à tout le monde

- Concevoir pour l'accessibilité
- Offrir des activités pour tous les âges
- Attractions pour les enfants
- Créer de l'espace pour tout le monde
- Attirer toutes les cultures, ethnies, genres









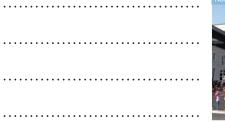
Nouvelle Place Publique

Le Coeur du Marché:













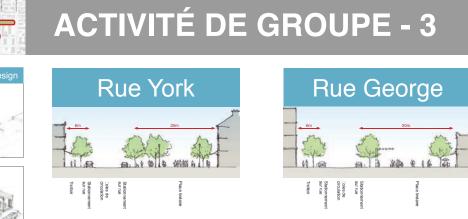






































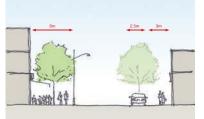


# **ACTIVITÉ DE GROUPE - 4**









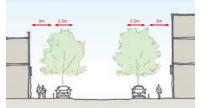
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## Rue Dalhousie



Trottoir Espace flexible circulation Espace flexible





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