

**2. DOWNTOWN MOVES: TRANSFORMING OTTAWA'S STREETS – STUDY
RECOMMENDATIONS**

**LE CENTRE-VILLE EN ACTION : TRANSFORMER LES RUES D'OTTAWA –
RECOMMANDATIONS DE L'ÉTUDE**

COMMITTEE RECOMMENDATIONS:

That Council:

- 1. Receive the Downtown Moves Study as a guide for the planning and design of street improvements, as outlined in the report;**
- 2. Direct staff to update the Functional Street Design for Rideau Street, between Sussex Drive and Dalhousie Street, as detailed in the report; and**
- 3. Direct staff to prepare streetscape designs, and an implementation program for Queen Street, between Bronson Avenue and Elgin Street.**

RECOMMENDATIONS DU COMITÉ:

Que le Conseil:

- 1. reçoive l'étude Le centre-ville en action comme guide pour la planification et la conception des améliorations qui seront apportées aux rues, tel que décrit dans le rapport;**
- 2. demande au personnel de mettre à jour la conception fonctionnelle de la rue Rideau, entre la promenade Sussex et la rue Dalhousie, comme il est décrit en détail dans le rapport; et**
- 3. demande au personnel de préparer des conceptions de paysage de rue ainsi qu'un plan de mise en œuvre pour la rue Queen, entre les rues Lyon et Elgin.**

DOCUMENTATION / DOCUMENTATION

1. Deputy City Manager's report, Planning and Infrastructure dated 15 February 2013 (ACS2013-PAI-PGM-0064)
Rapport de la Directrice municipale adjointe, Urbanisme et Infrastructure daté du 15 février 2013 (ACS2013-PAI-PGM-0064)
2. Extract of Draft Minutes 26, Transportation Committee, 4 March 2013.
Extrait de l'ébauche du procès-verbal 26 du Comité des transports, le 4 mars 2013.

Report to/Rapport au :

Transportation Committee
Comité des transports

and Council / et au Conseil

February 15, 2013
15 février 2013

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SOMERSET (14) RIDEAU-VANIER (12)

Ref N°: ACS2013-PAI-PGM-0064

**SUBJECT: DOWNTOWN MOVES: TRANSFORMING OTTAWA'S STREETS –
STUDY RECOMMENDATIONS**

**OBJET : LE CENTRE-VILLE EN ACTION : TRANSFORMER LES RUES
D'OTTAWA – RECOMMANDATIONS DE L'ÉTUDE**

REPORT RECOMMENDATIONS

That Transportation Committee recommend Council:

1. Receive the Downtown Moves Study as a guide for the planning and design of street improvements, as outlined in the report;
2. Direct staff to update the Functional Street Design for Rideau Street, between Sussex Drive and Dalhousie Street, as detailed in the report; and
3. Direct staff to prepare streetscape designs, and an implementation program for Queen Street, between Bronson Avenue and Elgin Street.

RECOMMANDATIONS DU RAPPORT

Le Comité des transports recommande au Conseil :

- 1. de recevoir l'étude Le centre-ville en action comme guide pour la planification et la conception des améliorations qui seront apportées aux rues, tel que décrit dans le rapport;**
- 2. de demander au personnel de mettre à jour la conception fonctionnelle de la rue Rideau, entre la promenade Sussex et la rue Dalhousie, comme il est décrit en détail dans le rapport; et**
- 3. de demander au personnel de préparer des conceptions de paysage de rue ainsi qu'un plan de mise en œuvre pour la rue Queen, entre les rues Lyon et Elgin.**

Executive Summary

Assumptions and Analysis

Downtown Moves is an Urban Design and Transportation Study that identifies ways to create streets that are more vibrant, inclusive, safe and accessible for residents and visitors of all ages and abilities. The overall aim is to make walking, cycling and transit more comfortable and convenient by finding a balance among street users and by improving the streetscape environment. The study will inform the City on how to best capitalize on the transformative opportunities presented by the implementation of the Confederation Line (Light Rail Transit) project, and seamlessly integrate the future Confederation Line stations at street level. Downtown Moves provides a framework and practical solutions to guide a wide range of other planning and engineering projects proposed for the downtown as well as promoting a number of progressive enhancements that the City can make in the downtown.

The report proposes a new decision-making and design framework, a planning and design toolkit, and a new set of candidate complete street designs that are applicable in various locations throughout the downtown, oriented around providing an adequate level of service within the right of way for all users. In addition, a series of demonstrations have been prepared that help fuel the imagination of how more complete street could be implemented through future investments over the next five, 10, and 20-year planning horizon as streets come up for life-cycling renewal

The Study, launched in September 2011, has been completed and the final draft document is now ready for endorsement and implementation.

Council direction to staff, from the December 19, 2012 meeting, regarding the timing and co-ordination in the preparation of streetscape designs for Queen Street and Rideau Street are discussed as well as the approach to develop and implement these plans in concert with other public works and development in the area is also recommended.

Financial Implications

Funds to complete the Rideau Street (Sussex - Dalhousie) functional street design update are available within 904893 Rideau (Dalhousie-Rideau River). Funds to prepare streetscape designs and an implementation program for Queen Street (Lyon - Elgin) are available within 906737 O-OTM Queen Street (Bronson - Elgin).

Budget requirements to implement the outcomes of the Rideau Street functional design and the Queen Street streetscape design will be brought forward in future year capital budget processes.

Public Consultation

This Study was comprised of a Downtown Moves Working Group and a Downtown Moves Resource Team that directly assisted the project team. This was augmented with broader public consultation which included workshops at public open houses, guest lectures, electronic newsletters, and feedback received through Ottawa.ca. While no objections to this Study were made, cautionary concerns were raised which help to inform the Study and led to further refinement of the conclusions.

Sommaire

Hypothèses et analyse

Le Centre-ville en action est une étude sur le design urbain et le transport qui permet de déterminer des moyens d'aménager des rues dynamiques, inclusives, sûres et accessibles pour les résidents et les visiteurs de tout âge et de toute capacité. L'objectif général de la Ville est de rendre l'expérience des piétons, des cyclistes et des usagers du transport en commun plus agréable et plus pratique, en trouvant le bon équilibre parmi les usagers de la rue et en améliorant la qualité du paysage de rue. Cette étude permettra d'informer la Ville sur la manière d'exploiter au mieux les possibilités transformatrices issues de la mise en œuvre du projet de la Ligne de la Confédération (projet de train léger d'Ottawa) et d'intégrer harmonieusement les futures stations de la Ligne de la Confédération au niveau de la rue. Le Centre-ville en action fournit un cadre et des solutions pratiques qui serviront à guider le vaste éventail de projets d'urbanisme et d'ingénierie proposés pour le centre-ville tout en faisant la promotion d'un certain nombre d'améliorations que la Ville peut mettre en œuvre progressivement dans le centre-ville.

Le rapport propose un nouveau cadre pour la prise de décisions et la conception, une boîte à outils sur la conception et la planification des rues et un nouvel ensemble de propositions de conceptions de rue complète qui peuvent être appliquées dans divers endroits du centre-ville, visant à fournir un niveau de service adéquat dans l'emprise pour tous les utilisateurs. De plus, une série de présentations ont été élaborées qui, tout en alimentant notre imagination, servent aussi d'inspiration nous prouvant qu'il est possible sur l'horizon de planification des cinq, dix et vingt années prochaines d'utiliser les investissements nécessaires à la réfection des rues selon le cycle de vie, pour mettre en œuvre davantage de rues complètes.

L'étude, lancée en septembre 2011, est maintenant terminée; le document final de la première version est prêt et sera soumis à l'approbation des parties suivie d'une éventuelle mise en œuvre.

Vous y trouverez notamment une discussion relative aux directives que le Conseil a données au personnel à sa réunion du 19 décembre 2012 concernant le calendrier et la coordination de la préparation des conceptions de paysage de rue pour la rue Queen et la rue Rideau. On formule également des recommandations à l'égard de la démarche qui sera utilisée pour élaborer et mettre en œuvre ces plans, de concert avec d'autres projets de travaux publics et d'aménagement.

Répercussions financières

Les crédits nécessaires à la mise à jour de la conception fonctionnelle de la rue Rideau (de la promenade Sussex à la rue Dalhousie) sont inclus dans le compte 904893 Rideau (Dalhousie-rivière Rideau). Les crédits nécessaires pour la conception du paysage de rue et la réalisation d'un programme de mise en œuvre pour la rue Queen (de la rue Lyon à la rue Elgin) sont inclus dans le compte 906737 O-OTM rue Queen (Bronson - Elgin).

Les crédits budgétaires nécessaires pour donner suite aux résultats de l'étude fonctionnelle de la rue Rideau et de la conception du paysage de rue de la rue Queen seront définis dans le cadre du processus d'établissement des futurs budgets d'immobilisations.

Consultations publiques

Cette étude a été réalisée avec la collaboration du groupe de travail centre-ville en action et d'une équipe de ressources centre-ville en action qui ont aidé directement l'équipe du projet. De plus, une vaste consultation publique, incluant des ateliers organisés pendant des séances portes ouvertes, des conférences, des bulletins électroniques et des commentaires reçus à Ottawa.ca. Bien qu'aucune objection à l'étude n'ait été formulée, diverses préoccupations ont été soulevées qui aident à informer l'étude et ont permis d'améliorer les conclusions.

BACKGROUND

Downtown Moves is an Urban Design and Transportation Study that identifies ways to create vibrant, inclusive, safe and accessible streets for residents and visitors of all ages and abilities. The overall aim is to make walking; cycling and transit more comfortable and convenient by restoring a balance among all street users and by improving the streetscape environment, while considering the business and emergency service functions that require access by automobiles. The study will inform the City on how to best capitalize on the transformative opportunities presented by the implementation of the Confederation Line (Light Rail Transit) project, and seamlessly integrate the future Confederation Line stations at street level.

Downtown Moves provides a framework and practical solutions to guide a wide range of other planning and engineering projects proposed for the downtown. Downtown Moves also promotes a number of progressive enhancements that the City can make to its public spaces within the downtown.

The study, and its consultation process, launched in September 2011, has been completed and the final draft document is now ready for endorsement and implementation.

Downtown Ottawa is about to undergo a historic transformation brought about by a major investment in light rail transit, the Confederation Line. The Light Rail Transit Project will alter the level of service required to meet affect the needs and priorities of all people who use the City's downtown streets. The scope of this change is significant as nearly every street in the downtown will be affected. For example, thousands of transit riders will now arrive and depart from the downtown Confederation Line entrances on Queen and Rideau Streets –changing travel patterns and creating new demand to service higher pedestrian volumes along the corridor. Related to this, Albert Street, Slater Street and the Mackenzie-King Bridge will no longer serve as the spine of the bus rapid-transit corridor for the Transitway therefore, creating opportunities to reallocate some of that space to other street functions.

The Downtown Move Study was initially referred to as the Downtown Ottawa Mobility Overlay when the Statement of Work ([ACS2011-ICS-PGM-0011](#)) was approved by Transportation Committee on 6 April 2011. Downtown Moves was initiated in response to several Committee and Council resolutions and reports that identified the need for an integrated Urban Design and Transportation Planning Study for the downtown.

Committee's direction for the study, captured in the Statement of Work, was to provide practical urban design and transportation planning solutions to:

- Improve sidewalks, crosswalks and walking routes;
- Create continuous, safe and convenient cycling network;
- Provide street furniture and amenities for transit riders;
- Integrate the Light Rail Transit (LRT) stations into downtown streets;
- Enhance public realm with landscape amenities;
- Further the evaluation of opportunities to change one-way streets to two-way; and
- Provide a framework to guide future planning studies, engineering projects, and land development in downtown.

The adoption of the report, Design, Build, Finance and Maintenance of Ottawa's Light Rail Transit (OLRT) Project (i.e. The Confederation Line) [ACS2012-ICS-RIO-0004](#) on December 19, 2012, provides further direction regarding the study including:

DIRECTION 3

Given that the City's Downtown Moves projects have been planned to capitalize on opportunities presented by the Confederation Line project, and given that construction methods and schedules with respect to the Confederation Line are now known, that staff be directed to report back as soon as possible on what is required to advance the design for Rideau Street streetscaping plans between Dalhousie Street and Sussex Drive to align with the Confederation Line project plans in the Rideau Street area.

DIRECTION 4

Given that the City's Downtown Moves projects have been planned to capitalize on opportunities presented by the Confederation Line project, that staff be directed to report back as soon as possible on what is required to meet redesign of Queen Street such that it achieves the "Showcase Street" designation as outline in Downtown Moves, and to align with the Confederation Line transit station construction planned for Queen Street as seamlessly as possible, while accommodating the anticipated increase in pedestrian volumes.

DIRECTION 5

Given that the Convention Centre is directly connected to the Rideau Centre, that staff be directed to work with the National Arts Centre and the National Capital Commission to explore a weather-protected connection from the National Arts Centre to the Ottawa Convention Centre via the MacKenzie-King Bridge.

DISCUSSION

Downtown Moves proposes a new vision and strategic directions to guide the long term, incremental renewal of the downtown streets in a way that strikes a more appropriate balance in the allocation of space within its narrow right-of-ways.

Modifications to streets are essential to pursue a pedestrian, cycling, and transit-friendly street environment, to support and leverage the City's investment in the Confederation Line, and to stimulate economic development and improve the vibrancy and sense of community of downtown Ottawa. The report proposes a new decision-making and design framework, a planning and design toolkit, and a new set of candidate complete street designs that are applicable to various contexts downtown. In addition, a series of demonstrations have been prepared to help illustrate how complete street designs could be implemented as our downtown streets come up for lifecycle renewal over the next five, 10, and 20-year planning horizon.

Throughout the Study process, it became increasingly clear that the current design and function of the City's downtown streets will not meet many future needs. Ottawa has some of the narrowest rights-of-way along its on downtown streets of any city in the province – approximately 18 metres competing among various users. As a result of high pedestrian volumes, through the day in the downtown for example, traditionally-held

priorities, such as the predominant allocation of space within the ROW for vehicle circulation and service requirements, are being questioned. Discussions on how to improve the quality of the urban environment and how to use city streets more efficiently are now underway. As the city grows, with more people living and working downtown and more businesses locating downtown, pressure on this limited street space will only increase.

Furthermore, with the Confederation Line, the City is making one of the biggest single investments in its history. It will change the way people travel around the city and through the downtown. There will be significant new demand for space on the street by those coming and going from the LRT. Existing sidewalks in the vicinity of future LRT stations will not meet the needs of the thousands of riders emerging from each of the Confederation Line station entrances.

Downtown Moves: Transforming Ottawa's Streets

The Downtown Moves report (Document 1) starts by providing a clear Vision and Strategic Directions that outlines the study approach and guides the development and evaluation of all aspects of this study. Vision Plans provide additional analyses of downtown streets in order to guide their planning and design, according to the distinct needs of pedestrians, cyclists, transit, and vehicles. Finally, a New Street Design Framework outlines a process to evaluate street design options. This New Street Design Framework will lead to a preferred street design choice that is best for the planned function and the adjacent community.

The Street Design Toolkit identifies a range of best practises and creative solutions that are tailored and applicable to the Ottawa context. The best practices are organized into four major mobility modes: pedestrians, cyclists, transit and vehicles. The section also includes complete street design solutions, specifically prepared for narrow streets, to guide the planning, design and decision-making in downtown Ottawa. Over a dozen alternative solutions are provided to illustrate ways to rebalance street space distribution among the various uses.

Downtown Moves builds on the information and analysis presented at the previous sections, and puts together and illustrates all the individual components required to enhance the mobility of Ottawa's downtown streets. Called "Vital Moves", these components represent realistic projects or actions that address the Downtown Moves Vision and Strategic Directions. Based on stakeholder input, 13 Vital Moves were identified as follows:

- Secure Wider Sidewalks near Transit Station Entrances;
- Transform Queen Street into a Transit Showcase Street;
- Revitalize Albert and Slater Streets;
- Connect Downtown to Lowertown;
- Renew Sparks Street;

- Complete an Inter-Provincial Bike Loop;
- Integrate Town and Crown Across Wellington Street;
- Embellish Metcalfe Street;
- Connect Downtown to Lebreton Flats;
- Enable Mid-Block Connections Serving the Transit Stations;
- Repurpose Mackenzie King Bridge;
- Revitalize Rideau Street as a Mainstreet; and
- Improve the Mackenzie King/Nicholas/Waller Intersection.

The Street Demonstration illustrations depict innovative and integrated urban design and transportation solutions that could be accomplished on Ottawa's downtown streets over the next five, 10 and 20-year planning horizon.

The Implementation Section of the report identifies a program structured around City business practices including: policy and guidelines, operation and maintenance, as well as programs and outreach. It outlines how environmental assessment requirements are fulfilled and how assessment on future projects can proceed. This section identifies potential streetscape projects that can be implemented incrementally as part of lifecycle renewal. It also informs project planning with a preliminary order of magnitude cost calculations, based on recently completed projects, to implement enhanced Downtown Moves streetscapes, to fulfil future level-of-service requirements, versus the cost to replace the existing with the same. As with any project, these incremental costs will be refined as detailed design takes place.

The Implementation Section elaborates on the 13 Vital Moves and identifies five of these as priorities in that they are influenced by the construction of the Confederation Line and the decommissioning of the Transitway downtown. These include: securing wider sidewalks near transit station entrances; transforming Queen Street into a Transit Showcase Street; revitalising Rideau Street as a Mainstreet; revitalising Albert and Slater Streets, and repurposing the Mackenzie-King Bridge.

The research and recommendations in Downtown Moves will provide guidance to the City in a number of areas:

- The Official Plan review – incorporating the recommendations from the Pedestrian Easement Review, in the consultation and update of the Official Plan;
- Ottawa Cycling Plan – informing the update with research and recommending the type of cycling facilities and cycling network appropriate for the downtown;
- Ottawa Pedestrian Plan updates – developing a stronger understanding of the level of service for pedestrians in high volume areas and proposing a new sidewalk standard for the downtown;
- Confederation Line Downtown Stations – Informing the detail design of sidewalks and facilities in the vicinity of the stations and to facilitate easy transfer between the LRT and local bus service;

- Street design and renewal – The directions in Downtown Moves will inform environmental assessment and detail designs for the periodic life-cycle renewal or redevelopment of streets in the study area;
- Asset Management – assisting in setting priorities for the capital construction and renewal program in the downtown;
- Review of Development Proposals – providing information to guide the review of development proposals on streets in the study area;
- Ottawa Urban Design Review Panel – providing the Panel with the information to assist them with their mandate to review projects in the downtown;
- Partnerships and Programs – Providing a vision and framework to guide the City as it works in partnership with business groups, community groups and federal agencies such as the National Capital Commission.

A review of Downtown Moves by 8-80 Cities

As part of the Downtown Moves process the City secured 8-80 Cities as an outside advisor to the Downtown Moves study. 8-80 Cities is “a Canadian non-profit organization dedicated to the transforming cities into places where people can walk, bike, access public transit, and visit vibrant parks and other public spaces.” 8-80 Cities believes that: “if you create a city that’s good for an 8 year old and good for an 80 year old, you will create a successful city for everyone.” For Downtown Moves, 8-80 Cities supported public consultation as key notes speakers for the Mobility Summit and final open house and undertook a peer review of the Downtown Moves document. In their attached letter (Document 6), 8-80 Cities strongly endorses the consultation process and the final document.

Downtown Moves Discussion Papers

Two discussion papers were prepared to explore options and collect feedback during consultation with the Working Group, Resource Team and other stakeholders.

1. A Review of the Pedestrian Easement Policy (Document 2)

One of the mandates of the study was to review the Pedestrian Easement Policy. Pedestrian easements have been required by the Official Plan in the Central Area for over 25 years. The primary purpose of the pedestrian easement policy is to create additional space along the edges of narrow rights-of-way, specifically for use by pedestrians, when properties are being developed or redeveloped.

The pedestrian easements that exist in Ottawa’s downtown can be divided into four different types: building setback from the Right-of-Way (ROW); cantilevers/overhangs, two-story colonnades /arcades, and one storey colonnades /arcades.

The various types and location of easements were evaluated based on the Strategic Directions in Downtown Moves, future pedestrian travel demand to and from the Confederation Line, and an evaluation of the strengths and weaknesses of the many

existing examples of pedestrian easements in the downtown. The review resulted in the following recommendations, which will be addressed as part of the consultation process for Building a Liveable Ottawa, the 2013 update of the Official Plan:

- Amend the Official Plan to apply the Pedestrian Easement Policy to Queen and O'Connor Streets, where pedestrian volumes are expected to rise after the Confederation Line is completed;
- Setbacks and Cantilevers are the preferred solution for integration with the public sidewalk;
- Increase the height of arcades to two-stories for more light and visibility; and
- Discourage one-storey arcades that are often low, dark and have poor visibility.

2. One-Way Versus Two-Way Streets (Document 3)

There has been ongoing urban design dialogue regarding the possibility of converting some, or all, downtown streets from one-way to two-way operation. This idea has been referenced in the Downtown Ottawa Urban Design Strategy (2004) and the draft Centretown Community Design Plan. Downtown Moves was mandated to evaluate the implications and opportunities for the conversion of major one-way streets to two-way operation in the central business district.

Some cities in various jurisdictions across North America have converted their one-way streets back to two-way operations. Most of these streets are located in the inner city and have a retail main street function such as John and James Streets in Hamilton. Yet there are also many very successful one-way retail streets, such as Princess and Brock Streets in Kingston, suggesting the recipe for success is more than the direction of vehicle flow.

The technical transportation research and the qualitative urban design evaluations for Downtown Moves were not conclusive in establishing definitive criteria to guide decision-making. Each approach has strengths and weaknesses. What was clear is that the role the road plays in the network, the character of the adjacent land uses, the demands for space in the ROW, and the narrowness of Ottawa's downtown ROWs are all important considerations.

While the review does not provide definitive answers, it provides some directions that will contribute to further discussions and more detailed analysis. In general, one-way vehicle circulation on streets is efficient and has potentially less of a requirement for separate turn lanes for left and right turns and therefore more of the limited rights-of-way can be reallocated to pedestrian walkways and cycling facilities. Intersections are simple and pedestrian and vehicle conflicts are often reduced. One-way vehicle operation may be appropriate where there is a high emphasis and priority on pedestrian capacity and circulation; separate cycling facilities, good bus transit service, and where streets connect to the Queensway or serve as important connecting streets between districts.

Two-way vehicle circulation streets work well when access to local designations and vehicle circulation and distribution is a priority and can result in wider road surfaces at intersections for turning lanes. Two-way streets are familiar and comfortable streets where traffic often moves more slowly. Two-way streets are appropriate where they serve as neighbourhood streets and pedestrian and cyclists volumes are lower and on-street separated/segregated cycling facilities are not required. Additionally, two-way streets function well along retail mainstreets like Bank, Rideau and Elgin Streets.

Rideau Street – updating and implementing the street design (Council Direction 3)

The City has completed the planning and design for the full reconstruction of Rideau Street between Dalhousie Street and the Cummings Bridge. Construction started in the fall of 2012. In addition, a functional design was prepared for the westerly portion of Rideau Street, between Dalhousie Street and Sussex Drive. The functional design was based on the existing use and traffic conditions.

Since that time, many opportunities and initiatives have been identified that would influence an update to the street design, preparation of budgets and recommended construction methods. These include: Confederation Line LRT construction method and timing; the location of the Rideau Station; the future streamlining of bus transit with the implementation of the STO Rapi-Bus; updates to local OC Transpo bus service after the LRT is completed, and the renewal of the Rideau Centre. Some of these initiatives are still preliminary and more detail and co-ordination will be needed to guide preparation of a co-ordinated street design plan and implementation program in concert with the Confederation Line in the Rideau Area. The City is working with stakeholders through a diversity of processes, including: the development review process, the visioning exercise with the Downtown Rideau BIA, the preparation of detail designs for the Confederation Line Rideau Station, and through the implementation of the Rapi-Bus program in Ottawa. When these initiatives are more refined, a budget request to update the Rideau Street design plan and undertake construction of the streetscape, in co-ordination with the Confederation Line and the Rideau Centre then would come to Council for future budget.

In 2018, upon the completion of the Confederation Line, the City will have the opportunity to reconfigure the Laurier Station and existing Transitway. At that time, the City will have the opportunity to repurpose an existing lane for non-vehicle use while maintaining access to local bus services and provide easy connections to future east-west cycling facilities, the Rideau Centre and to the Rideau Street Confederation Line Station.

Queen Street streetscaping and implementation (Council Direction 4)

One of the most profound opportunities for change will be on Queen Street. On opening day of the Confederation Line, Queen Street will have tens-of-thousands more pedestrians than it has today – all with an LRT entrance as their morning origin or evening destination. Existing sidewalks, crosswalks, services and amenities will all be taxed.

The existing sidewalks, street trees, road surface and other streetscape elements on Queen Street are deteriorating and will be ready for renewal. Council direction was to report back on: *“what is required to meet redesign of Queen Street . . . and to align with the Confederation Line transit station construction planned for Queen Street”*.

In order to make Queen Street a Showcase Street” as envisioned in Downtown Moves and to dovetail with the design and construction of the Confederation Line stations for efficiency and expediency, the timely preparation of a streetscape plan (and environmental assessment as required) needs to proceed starting in 2013. Funds for functional design and environmental assessment are available in a Rail Implementation Office Account. Once the streetscape plan is completed, a budget for implementation will be required as part of the capital budgeting process.

Weather Protected Connection on Mackenzie King Bridge (Council Direction 5)

The National Arts Centre (NAC) has informed the City that an enhanced, weather-protected pedestrian connection over the Mackenzie King Bridge connecting the NAC and the Rideau Centre/Ottawa Convention Centre does not constitute an institutional priority at this time.

As noted, decommissioning of the Transitway and a significant decrease in buses after the opening of the Confederation Line will provide the opportunity to reallocate space on the bridge for enhanced cycling and pedestrian facilities, and improved streetscaping and planting. Further, staff have determined, that should opportunities present themselves such that an enhanced pedestrian connection on the bridge becomes a priority in the future, implementation would be feasible.

RURAL IMPLICATIONS

There are no rural implications associated with this report.

CONSULTATION

The overall approach to this study was based on collaboration involving City staff, the consulting team and stakeholders. To this end, this Study adopted a work structure that included a Downtown Moves Working Group and a Downtown Moves Resource Team to directly assist the project team. This was augmented with broader public consultation.

The Downtown Moves Working Group was the primary consultation group that helped to guide the study, and included representation from: Ward Councillors; key City departments including (Public Health, Public Works, Transit Services and the Rail Implementation Office), other government agencies (National Capital Commission, Public Works Government Services Canada, Ontario Ministry of Transportation: Ville de Gatineau), Business Improvement Areas (BIAs); building owners, community associations; special interest groups; landowners and other groups.

The more traditional circulation of draft documents for feedback was augmented with an interactive consultation process that included a walking tour, design workshops and round table discussion groups.

The Downtown Moves Resource Team was a broad group that addressed the full range of technical matters and special interests pertaining to the study. The Resource Team included: utility providers; arts, trade and tourism organizations; senior City staff; other government agencies; special interests groups and community associations.

Broader Public Consultation provided feedback through comment sheets, e-mail, telephone, website blogs and face-to-face conversations. Downtown Moves conducted workshops and three public open houses. Of note is the Downtown Mobility Summit – (November 2-3, 2011) to launch the study and to build interest and awareness. It featured three internationally renowned keynote speakers: Gil Peñalosa (8-80 Cities), Andrew Wiley-Schwartz (New York City Department of Transportation), and Ken Greenberg (Greenberg Consultants Inc.). This event attracted more than 400 people.

Through consultation the study team received supportive and constructive advice and feedback that in turn were used to refine the document at each major milestone.

Generally there is broad public support for this study. While no objections were made, some cautionary concerns were raised related to impacts to on-street parking and loading, vehicle traffic congestion, 417 access, and issues related to specific land uses or community traffic concerns. These types of issues will be fully addressed in subsequent planning and design phases as the City moves forward with the strategic plan to implementation.

Finally, in January 2013, the Downtown Moves study was presented to the Urban Design Review Panel, who strongly endorsed the study.

Details of the consultation program, which was carried out from October 2011 to January 2013, are addressed in Document 4.

COMMENTS BY THE WARD COUNCILLORS

Ward 12, Rideau-Vanier: Councillor Fleury is supportive of this report and staff's recommendations, particularly in terms of the potential Rideau Street opportunities. We look forward to the enhancements that this project will bring to our downtown. It is our hope that this type of mobility plan be expanded to other areas of Ottawa's urban centre in the future.

Ward 14, Somerset: Councillor Holmes is aware of this report.

LEGAL IMPLICATIONS

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

RISK MANAGEMENT IMPLICATIONS

There are risks associated with costing and timing of implementation that have been identified and explained in the report.

Downtown Moves is a strategic plan with order of magnitude costs only. Refinement is required if the numbers are to be used for budgeting purposes.

Immediate projects that capitalize on the integration with the Confederation Line will need to be planned and designed in careful co-ordination with detail design and implementation of the downtown segment of the LRT.

FINANCIAL IMPLICATIONS

Funds to complete the Rideau Street (Sussex - Dalhousie) functional street design update are available within 904893 Rideau (Dalhousie-Rideau River). Funds to prepare streetscape designs and an implementation program for Queen Street (Lyon - Elgin) are available within 906737 O-OTM Queen Street (Bronson - Elgin).

Budget requirements to implement the outcomes of the Rideau Street functional design and the Queen Street streetscape design will be brought forward in future year capital budget processes.

ACCESSIBILITY IMPACTS

Implementing the streetscapes envisioned in Downtown Moves will enable the City to make significant improvements to the accessibility of the downtown in accordance with new provincial requirements. The *Accessibility for Ontarians with Disabilities Act* (AODA), as well as the City of Ottawa Accessibility Design Standards (November 2012) combine to help ensure the corporation continues to increase the level of accessibility in its programs services and facilities and the built environment.

Together, the AODA, and the Ottawa Accessibility Design Standards inform all facets of City business including the accessibility requirements to be integrated in the planning and design of its rights-of-way.

“Accessibility for All” is one of the Mobility Criteria in the study and is used to assess the success the proposals in Downtown Moves against the existing situation. Currently the existing provisions on downtown streets may not fulfill new provincial accessibility requirements and significant enhancements may be needed to implement the Ottawa Accessibility Design Standards.

Downtown Moves provides guidance to implement and integrate these standards through the overall streetscape improvements to eliminate and prevent barriers faced by persons with disabilities and older adults.

ENVIRONMENTAL IMPLICATIONS

One of the outcomes of the Downtown Moves study is to provide a strategy, design guidance, and general direction for future street improvement projects. Some of those projects may be subject to the 2011 Municipal Class Environmental Assessment (MCEA) process to meet the requirements of the *Environmental Assessment Act*. The Downtown Moves study was undertaken as a “Master Plan,” as defined in the MCEA, to address the Phases 1 and 2 of the environmental assessment process. This includes identification of the problem and opportunities, and the selection of the preferred solutions.

The level of investigation, consultation and documentation in the Downtown Moves document are sufficient to fulfil the MCEA requirements for minor projects (Schedule B projects) such as limited streetscape improvements. However, more complex (Schedule C) projects such as road reconstruction and renewal would have to fulfil Phases 3 and 4 prior to filing an Environmental Screening Report (ESR) for public review. The Master Plan itself is not subject to Part II Order request for review but the projects identified within them may be.

TECHNOLOGY IMPLICATIONS

The City’s Information Technology Services (ITS) Department will work closely with the Planning and Growth Department to develop a detailed work plan and business cases for technology initiatives that may be required as a result of this initiative. This work plan and business cases where required, would be evaluated and approved through the City of Ottawa Corporate IT Management Team process for all new technology requests.

TERM OF COUNCIL PRIORITIES

Downtown Moves addresses the following Term of Council Priorities:

Transportation and Mobility – The overall aim of Downtown Moves is to make walking, cycling and transit more comfortable and convenient for residents and visitors of all ages and abilities, by enhancing the environmental quality of the public realm with streetscape amenities and facilities, as well as allocating the appropriate balance of surface space within the network of street rights-of-way downtown.

Healthy and Caring Communities – the Downtown Moves Strategic Directions are imbued with community values that guide the development and evaluation of all aspects of the study. These strategic directions include: Rebalanced and Equitable, Active and Healthy, Safe and Accessible, and Liveable.

SUPPORTING DOCUMENTATION

- Document 1 Downtown Moves: Transforming Ottawa's Streets (Final DRAFT)
- Document 2 Appendices for Downtown Moves: Transforming Ottawa's Streets (Final Draft)
- Document 3 Review of Ottawa Central Area Pedestrian Easement Policy (Draft November 9, 2012)
- Document 4 Discussion of Potential One-Way Street Conversions in Downtown Ottawa (Draft November 28, 2012)
- Document 5 Consultation Process and Summary
- Document 6 Correspondences from 8-80 Cities, February 12, 2013

DISPOSITION

Following Transportation Committee and Council's endorsement of the Downtown Moves report, City staff will:

- Use Downtown Moves as a guide for the planning and design of street improvements, public works; and in the review of development and other activities outlined in the Discussion Section above;
- Prepare a functional design and environmental assessment for Queen Street, between Bronson Avenue and Elgin Street, in co-ordination with detail design work for the Confederation Line stations in the downtown west and east with funds available in the Rail Implementation Office Account #906737, O-OTM Queen Street (Bronson-Elgin);

Continue to work with stakeholders and project leaders in the Rideau Street area and in 2014 prepare an updated functional design for Rideau Street, in co-ordination with detail design work for the Confederation Line Rideau Station, the renewal plans for the Rideau Centre, and other initiatives.

CONSULTATION PROCESS AND SUMMARY

DOCUMENT 5

The overall approach to this study was based on collaboration involving City staff, the consulting team and stakeholders. To this end, this study adopted a work structure that included a Downtown Moves Working Group and a Downtown Moves Resource Team to directly assist the project team. This was augmented with broader public consultation.

The Downtown Moves Working Group was the primary consultation group that helped to guide the study, and included representation from: Ward Councillors; key City departments (including Public Health, Public Works, Transit Services, Rail Implementation Office, O-C Transpo); other government agencies (the National Capital Commission (NCC), Ontario Ministry of Transportation (MTO), Ville de Gatineau, Société de transport de l'Outaouais (STO)); Business Improvement Areas (BIAs); community and business associations; special interest groups; landowners and other groups. The more traditional circulation of draft documents for feedback was augmented with an engaging consultation process that included a walking tour, design workshops and round table discussion groups.

The Downtown Moves Resource Team was a broad group that addressed the full range of technical matters and special interests pertaining to the study. Its membership included those who needed or wanted to be informed about the study, but not directly involved in all the study meetings. Communications were largely through electronic means, including email circulation and review of study deliverables. The Resource Team included: utility providers; arts, trade and tourism organizations; senior City staff; other government agencies; aboriginal consultation representatives, special interests groups and community associations.

Broader Public Consultation provided feedback through comment sheets, e-mail, telephone, website blogs and face-to-face conversations. Downtown Moves conducted workshops and three public open houses. Generally there is public support for this study. Through consultation the study team received supportive and constructive advice and feedback that in turn were used to refine the document at each major milestone. No objections were made but cautionary concerns were raised including: on-street parking and loading; vehicle traffic congestion, impacts on the 417 access and off-ramps, and issues related to specific land uses or community traffic concerns. These types of issues are discussed in more detail below. Some of these issues were too detailed for this document and will be more fully addressed in subsequent planning and design phases as the City moves forward from the strategic plan to implementation.

Downtown Moves study was presented to the City of Ottawa's Urban Design Review Panel (in June 2012 and January 2013), which strongly endorsed the findings of the study.

Consultation was carried out from October 2011 to January 2013 and involved various activities and events to inform and engage stakeholders and the public.

Consultation events included:

- **Working Group meetings:** Four sessions (October 2011, December 2011, May 2012, November 2012);
- **Working Group and Resource Team** walking tour and workshops: three events (October 2011, November 2011, April 2012)
- **Public Open Houses:** three events (January 2012, June 2012, January 2013);
- **Downtown Mobility Summit** – November 2-3, 2011: Three public lectures by keynote speakers Gil Peñalosa (8-80 Cities), Andrew Wiley-Schwartz (New York City Department of Transportation), and Ken Greenberg (Greenberg Consultants Inc.) attracted more than 400 people who had the opportunity to interact with the speakers, City staff and the Project Team, and to learn more about the study.
- City of Ottawa's **Urban Design Review Panel:** two presentations (June 2012, January 2013);
- **Presentations to groups and organizations** including BOMA, (Building Owners and Managers Association), Downtown Rideau BIA, Ottawa Real Estate Forum, and the Centretown Community Association;
- **Project information pamphlets** –Pamphlets prepared for each of the open houses and available on the web;
- **Study web pages** in the public consultation section of Ottawa.ca;

Notification of public open houses and events was advertised using:

- local (Metro News), daily (Le Droit) and community (EMC) newspapers in advance of open house events;
- the project e-news list.

A number of strategies were used to broaden the outreach and to inform and engage the public. They included:

- a well-publicized Mobility Summit held 2-3 November 2011 to launch the study and build early interest;
- a project webpage (www.ottawa.ca/downtownmoves);
- periodic project e-news announcements sent to over 540 people;
- presentations at community and stakeholder events and forums;
- community groups would re-post meeting announcements on their web pages;
- Councillors were also informed and announcements for several of the events were re-posted on their web pages;
- News media coverage including a series of newspaper articles, radio interviews and blogs further extended the outreach and awareness of Downtown Moves.

The Downtown Moves Document changed significantly due to the feedback, advice received during the many consultation sessions over the course of the study. The final November 19, 2012 draft drew extensive comment and feedback from the Working Group, Resource Team, City Staff and readers who requested a copy on-line.

Comments that were beyond the scope of the study were shared with other teams working on such initiatives as the Transportation Master Plan or with other Department and Branches.

Some of the major themes of interest to the reviewers that resulted in changes in the document are noted below.

Several Significant Additions in Response to Comments

The study area was expanded to east to address connections to the University of Ottawa, Sandy Hill. It includes Arts Court, parts of the University of Ottawa and the existing Waller/Nicholas/Mackenzie-King intersection. (Rideau BIA, Sandy Hill Community Association, University of Ottawa)

A greater diversity of cycling facilities was illustrated throughout the document to reflect new and innovative measures for consideration a solutions for Ottawa; (Citizens for Safe Cycling, Cycling Vision Ottawa)

Over a dozen “Complete Street” design solutions, specifically prepared for narrow streets, were added to the document to illustrate ways to distribute street space among the various users and to guide the planning, design and decision-making in downtown Ottawa. (various Working Group members)

Accessibility for All

Recently approved Ottawa Accessibility Standard and new provincial requirements have been referenced and are reflected in the study document. Implementing the streetscapes envisioned in Downtown Moves will enable the City to make significant improvements to the accessibility of the downtown in accordance with new provincial requirements.

Awareness of Utilities

Guidelines and solutions in the Street Design Toolkit were enhanced to address comments by utility providers such as Ottawa Hydro and Bell Canada regarding the provision of underground and overhead utilities including setbacks and clearances.

Impacts on Vehicle Traffic

The Ministry of Transport for Ontario (MTO), and the City’s Roads and Traffic Operations and Maintenance Branch cautioned that when considering modifications to the road design, it may have impact on vehicle capacity that could result in traffic congestion, delays and other road network impacts. MTO noted that an important consideration going forward with the assessment of alternatives that would the effect on capacity in the vicinity of Hwy 417 and in particular the potential to cause queue spill up the off ramps back toward or onto the main lanes. Some of these issues were explored in the paper: Discussion of Potential One-Way Street Conversion in Downtown Ottawa (draft November 28, 2012). Since Downtown Moves is a strategic study and a “Master Plan”, as defined by the Municipal Class Environmental Assessment process, further detailed technical analysis and consultation would be required as part of the detail design and environmental assessment of any project arising from the study.

Reinforcing Sustainability Benefits

The addition of a new section, *Section 1.8 –Case for Making Moves Downtown*, to highlight the social, financial and environmental benefits associated with the creation of safer and complete streets fulfilled many suggestions made during public consultation and by member of the Working Group representing public health, business interests, and City staff.

Coordination with Mass Transit

Staff from the Rail Implementation Office and O-C Transpo provided technical advice and suggestions throughout the study process which enhanced the Vision Plans, the Street Design Toolkit, the Vital Moves and the implementation recommendations.

Parking and Other Road-Edge Services

On-street parking, loading taxi stands, tour bus parking, police services parking and emergency access are important street-edge services that meet the needs of a wide range of higher density land uses including offices, retail uses, apartments, hotels, and institutions. Concerns were raised by downtown residents, businesses and City Parking Operations and Maintenance staff, about how the study would address these functions. The street designs in Downtown Moves provide for one-side of each street to be permanently available for these functions, with flexibility in how the street edge service space is programmed. Analysis showed that total the available supply of street edge service space would remain relatively unchanged. As streets are renewed individually, however, the location of available street edge service space might change from what exists today. More importantly, the street edge service space would often be available as permanent space, and in many situations, even during transportation “peak hours”.

Large Vehicle and Emergency Vehicle Mobility

The ease of mobility for Emergency and Protective Services (EPS) vehicle, buses and large vehicles in general was raised by EPS Department and O-C Transpo. The design of the Downtown Moves complete streets has paid close attention to the need to keep downtown streets accessible to a range of vehicle types and sizes, including the mobility and accessibility of Emergency Service Vehicles, city buses, and maintenance vehicles, and delivery trucks. Mobility through intersections has been a particularly important consideration that has been reflected in the Street Design Toolkit, and the Complete Street illustrations.

Compatibility with Capital Planning

The National Capital Commission provided comments on the study as key milestones which were addressed in the study document. The NCC participation in Downtown Moves is part of their on-going participation in a collaborative process that helps to advance sustainable mobility and integrated land use and transportation planning in the National Capital Region.

DOWNTOWN MOVES: TRANSFORMING OTTAWA'S STREETS –
STUDY RECOMMENDATIONS
ACS2013-PAI-PGM-0064 SOMERSET (14) RIDEAU-VANIER (12)

REPORT RECOMMENDATIONS:

That Transportation Committee recommend Council:

- 1. Receive the Downtown Moves Study as a guide for the planning and design of street improvements, as outlined in the report;**
- 2. Direct staff to update the Functional Street Design for Rideau Street, between Sussex Drive and Dalhousie Street, as detailed in the report; and**
- 3. Direct staff to prepare streetscape designs, and an implementation program for Queen Street, between Bronson Avenue and Elgin Street.**

Nelson Edwards, Planner III, Planning and Growth Management and Ron Clarke, Delcan, provided a detailed overview of the item. A copy of their PowerPoint presentation is held on file.

Together with Nancy Schepers, Deputy City Manager, Planning and Infrastructure, they responded to questions and concerns posed by Committee members and other members of Council.

The report recommendations were then put to Committee and CARRIED, as presented: