

1. CONSULTANT REPORT - PEDESTRIAN LINKAGES
IMPLEMENTATION GUIDELINES STUDY

COMMITTEE RECOMMENDATIONS

That Council:

1. **Adopt the Pedestrian Linkages Implementation Guidelines report, June 7, 1999, prepared by the study team lead by Katz Webster Clancey Associates Architects Inc., (issued separately and summarized in Annex A) as the foundation for developing pedestrian connections in conjunction with related projects;**
2. **Receive for information, the conceptual implementation scenarios (issued separately) developed for the highest priority linkages by the study team, based on the guidelines;**
3. **Direct staff to work with the adjoining owners to implement the pedestrian linkages system in conjunction with related projects, utilizing the guidelines;**
4. **Direct staff to give priority to implementing high quality improvements to exterior sidewalk and pathway connections, as the primary system for pedestrian movement, in conjunction with related projects; and**
5. **Direct staff to work with affected property owners to ensure that prior to the construction of key linkages, a clear identity is developed for the overall system, in keeping with the way-finding and signage guidelines in the report.**

DOCUMENTATION:

1. Executive Director, Economic Affairs, report dated 07 Jun 99 is immediately attached.
2. Pedestrian Linkages Implementation Guidelines report dated 07 Jun 99 and Conceptual Implementation Scenarios were issued separately and are on file with the Regional Clerk.

3. Copy of staff presentation slides, 16 June 99, on file with the Regional Clerk.
4. Extract of Draft Corporate Services and Economic Development Committee Minute, 16 June 99, will be distributed prior to Council and will include a record of the vote.

REGION OF OTTAWA-CARLETON
RÉGION D'OTTAWA-CARLETON

REPORT
RAPPORT

Our File/N/Réf. 07-99-3001
Your File/V/Réf.

DATE 7 June 1999

TO/DEST. Co-ordinator,
Corporate Services and Economic Development Committee

FROM/EXP. Executive Director, Economic Affairs

SUBJECT/OBJET **CONSULTANT REPORT - PEDESTRIAN LINKAGES
IMPLEMENTATION GUIDELINES STUDY**

DEPARTMENTAL RECOMMENDATIONS

That the Corporate Services and Economic Development Committee recommend Council:

- 1. Adopt the Pedestrian Linkages Implementation Guidelines report, June 7, 1999, prepared by the study team lead by Katz Webster Clancey Associates Architects Inc., (issued separately and summarized in Annex A) as the foundation for developing pedestrian connections in conjunction with related projects;**
- 2. Receive for information, the conceptual implementation scenarios (issued separately) developed for the highest priority linkages by the study team, based on the guidelines;**
- 3. Direct staff to work with the adjoining owners to implement the pedestrian linkages system in conjunction with related projects, utilizing the guidelines;**
- 4. Direct staff to give priority to implementing high quality improvements to exterior sidewalk and pathway connections, as the primary system for pedestrian movement, in conjunction with related projects; and**
- 5. Direct staff to work with affected property owners to ensure that prior to the construction of key linkages, a clear identity is developed for the overall system, in keeping with the way-finding and signage guidelines in the report.**

BACKGROUND

The Region is a member of the Linkages Initiative, a private/public sector business initiative pursuing the enhancement and expansion of a strategic network of pedestrian connections in the heart of Ottawa's tourism and convention district. The primary objective of the initiative is to

ensure that existing and proposed convention and hotel facilities are conveniently and comfortably connected by enclosed linkages, enabling Ottawa to compete for the important tourism and convention market year-round. The linkages network also connects other downtown attractions and serves local users. Presently, on average, some 350,000 people a week use the system connecting the Bay, Rideau Street, Rideau Centre, Westin Hotel, Ottawa Congress Centre, Mackenzie King Bridge and Department of National Defense Headquarters.

On 27 May 1998, Regional Council endorsed the priority linkages system plan developed by the Linkages Initiative and directed staff to continue to work with the Region's other partners in the Initiative to ensure that the priority linkages were implemented. On 23 September 1998, Regional Council directed staff to undertake a study to conduct an issue analysis and develop implementation guidelines and procedures to guide the development of the linkages system, addressing matters of: development and funding, design and approvals, and management and operations.

An inter-agency Project Committee was formed to oversee the study process and a Request for Proposals was issued. On 21 December 1998, the Chief Administrative Officer approved the appointment of the study team lead by Katz Webster Clancey Associates Architects Inc.

DISCUSSION

Pedestrian Linkages Implementation Guidelines Report:

The study and report include two key components. Firstly, an issue analysis of pedestrian linkage systems in other cities and in Ottawa. And secondly, based on that analysis, comprehensive guidelines for the implementation of an enhanced and expanded strategic pedestrian linkages system. The report has been prepared such that the key guideline sections can be extracted from the overall report as a 'stand-alone document' for wider distribution at lower cost. The study findings are summarized in the report Executive Summary (Annex A).

Of particular note and interest to the Region are guidelines addressing:

- the need for improvements to exterior pedestrian connections within the public realm of the study area, such as sidewalks and pathways
- the need for a common 'brand' identity for the system to help market the system and its related attractions to potential users, and to orient users within the system, using common signage and furnishings
- the direction to incorporate as much as possible the linkages within the 'anchor developments' at either end, in order to minimize their external impacts and maximize revenue generating opportunities, operational efficiencies and security
- the objective of ensuring that linkages are recessive and transparent, and respect and complement, but do not 'mimic', existing development within their environmental context
- the direction that funding of the linkages should primarily be the responsibility of the benefitting parties
- the need for common operational practices, such as operating hours, maintenance activities and security measures -to be established by a coordinating body from among the property owners and funding agencies

- the recommendation to coordinate overall approvals through the City of Ottawa to facilitate the development process

The guidelines will provide a blueprint for developers and approval agencies in implementing linkages in conjunction with such related projects as the 'Daly Site', Government Conference Centre and National Arts Centre redevelopments, the Mackenzie King Bridge Transit Station and new Convention Centre.

Priority Pedestrian Linkages Implementation Scenarios and Model:

Recognizing the challenges in communicating the findings of the general implementation guidelines document to the general public, included in the consultants' scope of work was direction to apply the guidelines and prepare conceptual implementation scenarios for the highest priority linkages. These include the linkages connecting the Westin/Rideau Centre/Congress Centre complex easterly to the Novotel/Les Suites development, and westerly to the government Conference Centre and National Arts Centre.

The scenarios highlight the key principles developed by the consultants and the treatment that would need to be accorded to facilities to implement them. Although the scenarios represent only one set of possible approaches, they will assist in promoting further discussion on other possible approaches to these and other specific linkages. The scale model further communicates implementation scenarios for linkages in the vicinity of the Canal area, including a below grade connection that Canadian Gateway Corporation has committed to building between the Chateau Laurier and the 'Daly Site' as part of its redevelopment.

CONSULTATION

The consultant study and study team were directed by a multi-agency Project Committee which included representatives from the Region, National Capital Commission, City of Ottawa and the Linkages Initiative.

In keeping with the Region's public consultation policy, the study team solicited input to the study through a public consultation process. This included meetings with the Linkages Initiative Steering Committee, a Focus Group session with representatives of users of the linkages system, a Public Meeting held on 07 April 1999, and a meeting of the key stakeholders (adjoining property owners and approvals agencies).

FINANCIAL IMPLICATIONS

There are no direct financial implications arising from the completion of this report.

*Approved by
R. Chartrand*

CAL/
Attach. (1)

EXECUTIVE SUMMARY

This report presents the results of a study commissioned by the Region of Ottawa-Carleton to develop implementation Guidelines for a strategic system of pedestrian Linkages in the tourism and convention district of downtown Ottawa, in the general area of the Rideau Canal.

The report outlines the study process and sets out a general implementation approach for the development and enhancement of new linkages to connect existing hotel and convention sites, and other attractions in the study area.

The following is a summary of the key recommendations:

Design Guidelines and Approvals Procedures

The design guidelines set out the way that the study goals, principles, and implementation approach can be achieved. The guidelines address urban and architectural design for the development of new linkages of various types, and the enhancement of existing linkages. They also address other issues identified through the background research stage as key to the success of the linkages system such as urban safety, barrier-free accessibility and signage and wayfinding.

General Design

- Develop linkages on a strategic, site specific basis and voluntary basis
- Priority linkages to be developed at grade, above and below grade
- Linkages system to be developed to:
 - have uninterrupted pedestrian movement
 - minimize floor/grade level changes
 - incorporate linkages routes within existing building envelopes and integrated into new and existing areas of activities and services
 - minimize length and scale of linkage elements across public streets and waterways.

Urban Safety and Accessibility

Incorporate design and planning elements to assist system users, including:

- awareness of the environment and visibility to others
- a clear sense of orientation and easy access to information
- ease of access and movement within the system.

Signage and Wayfinding

A comprehensive wayfinding and signage system is recommended throughout the priority linkages to provide orientation, wayfinding within the system and to key destinations.

The linkage system should have:

- a strong identity to reflect unique physical and symbolic character of Ottawa
- a comprehensive wayfinding/signage system consistently implemented through private and public environments.

EXECUTIVE SUMMARY

Public Realm

Improvements to the public realm in specific locations within the study area are recommended as well as enhancements to public sidewalks and streets that connect directly to the linkages system.

Approvals Procedures

The approvals procedures related to the linkages should be harmonized and streamlined. The City of Ottawa will be the lead and coordinating agency for development approvals

Development and Funding Guidelines

The development and funding guidelines set out guidelines for funding options that are currently used and represent viable options for consideration in the short term.

Options and opportunities recommended include:

- Capital costs will be borne by the benefitting parties.
- Creating a Community Improvement Area with development incentives from the public sector tied to linkages development.
- Encouraging private sector partnerships.
- Encouraging public – private partnerships.
- Maximizing operational revenue generation with leasing, advertising and sponsorship programs.

Management and Operations

Management and operations guidelines set out how the system should be managed and operated to achieve consistencies in standards. These guidelines include management responsibilities and coordination of the systems. It provides direction for monitoring and evaluation of the systems, and mechanisms for dispute resolution.

Recommendations include:

- A coordinated and centralized approach to management and operations is recommended. An authority designated by linkages participants should set, coordinate and maintain maintenance, operations, and security standards and procedures for the system.
- The coordinating authority will develop a promotional and marketing strategy for the linkages.
- Actual operations and maintenance of destination sites and linkages facilities will be by the owners and/or shared ownership partners.

These guidelines establish a comprehensive framework for development of the linkages to proceed and will assist in expediting all phases of development