

REGION OF OTTAWA-CARLETON
RÉGION D'OTTAWA-CARLETON

REPORT
RAPPORT

Our File/N/Réf. Your File/V/Réf.	48-95-0017
DATE	4 April 2000
TO/DEST.	Co-ordinator Transportation Committee
FROM/EXP.	Planning and Development Approvals Commissioner
SUBJECT/OBJET	AIRPORT PARKWAY EXTENDED TRAFFIC IMPACT STUDY (APETIS) REPORT

DEPARTMENTAL RECOMMENDATIONS

That the Transportation Committee recommend Council:

- 1. Receive the APETIS Report (issued separately to Council: 23 September 1999) and the Hunt Club Ramps Monitoring Report (Annex H of APETIS Report);**
- 2. Refer the APETIS Report and the proposed remedial measures suggested by the communities to NCC, RCAG, OC Transpo and Carleton University for comment and/or action;**
- 3. Request the Airport Authority to include a substantial light-rail investment in its future expansion plans and make the necessary provisions for timely implementation;**
- 4. Direct staff to bring forward to Planning and Environment Committee the draft Terms of Reference for the study necessary to address Motion #34 adopted by Regional Council on 28 January 1998, attached at Annex "A";**
- 5. Defer the construction of the new Walkley Road off-ramp until the study referred to in Recommendation #4 is completed and Council has reconsidered the matter.**

BACKGROUND

At its meeting on 9 July 1997, Regional Council approved the Terms of Reference (ToR) for the Airport Parkway Extended Traffic Impact Study (APETIS), attached at Annex "B", which was a

follow-up study to the one completed earlier in 1997 dealing with the potential traffic impacts of the provision of additional ramps to the Airport Parkway at Hunt Club Road.

In early Fall 1997, the Steering Committee was established with membership invited from the communities and organizations identified in the ToR. The first meeting of the Steering Committee took place in November 1997.

At its meeting on the 6 May 1998 Transportation Committee considered a staff report recommending revisions to the Terms of Reference, and an associated funding increase, which had emanated from the Steering Committee. Transportation Committee approved the following recommendations.

- "1. That the original Terms of Reference be retained which do not include the removal of the twinning of the Airport Parkway.*
- 2. The proposed traffic monitoring program pertaining to the implementation of ramps to/from the Airport Parkway at Hunt Club Road, which are currently under construction, attached at Annex "B".*
- 3. That representatives from the following organizations be added to the membership of the Steering Committee:*
City Centre Coalition; Ottawa-East Community Association; Carleton University Administration; Carleton University Student Organization; National Capital Commission; City of Ottawa".

No funding increase was approved.

The recommendations of Transportation Committee were adopted by Regional Council at their meeting on 27 May 1998.

STUDY PURPOSE

The main purpose of the study was to address concerns emanating from the study completed earlier in 1997 with the following objectives being paramount:

- To consult with the communities of Old Ottawa South, Centretown, Glebe, Dalhousie and Dows Lake.
- To elaborate on the near term impacts of the proposed changes to the Airport Parkway in the identified communities.
- To assess the implications for the timing and suitability of recommendations made in the context of the Centretown and Old Ottawa South traffic studies.
- To identify need for and recommend appropriate traffic calming measures on the local streets abutting major roadways potentially affected by the traffic redistribution (especially those for which no recent traffic calming study has been completed).
- To assess the medium term impacts of the proposed changes to the Airport Parkway for the identified communities (network and community implications of this change).

- To assess the joint funding of traffic calming measures for local streets abutting major roadways affected by the traffic redistribution and/or traffic increase.

The study was to be completed consistent with the direction and policies of the Regional Official Plan.

MONITORING REPORT - NEW HUNT CLUB RAMPS AT AIRPORT PARKWAY

In the study completed by MAXGROUP Associates in 1997 and entitled "Traffic Impacts of the Provision of Ramps to the Airport Parkway at Hunt Club Road", it was recommended *"that a monitoring program be undertaken following the implementation of the Hunt Club Road ramps to assess and confirm the "downstream" effects, particularly on the following roadways identified as potential "transfers" between major north-south arterial routes - Fifth Avenue, Sunnyside Avenue, Riverdale Avenue"* and *"that the results of the noted monitoring program be reviewed prior to reaching a decision regarding the provision of similar ramps at Walkley Road. It should be noted that this review period could amount to several years in view of the impending reconstruction of Bank Street which will result in the redistribution of traffic in the near term."*

In the letter from the Minister of the Environment, dated 4 December 1997, in which the request to have the Hunt Club ramps project "bumped-up" to an individual environmental assessment was refused, the Minister requested the RMOC to *"...undertake a monitoring program to assess and confirm the effects of the project and to review the results of this monitoring, prior to any ramps or road work to the Airport Parkway."*

The required monitoring was carried out over the period April/May 1998 to April/May 1999. At the request of the Steering Committee the completion of the APETIS Report was delayed until the Monitoring Report was completed so that it could be included as an Annex in the APETIS Report.

The Monitoring Report was completed by the end of July 1999 and distributed to all Regional Councillors as an information item on 28 July 1999.

The Monitoring Report is to be found at Annex 'H' of the APETIS Report.

CONSULTATION

The study was directed by a Steering Committee with representation as detailed in the ToR, and as expanded in accordance with Council's decision of 27 May 1998.

In response to the direction in the ToR for the communities of Old Ottawa South, Centretown, Glebe, Dalhousie, and Dows Lake, three workshops were held on 3, 21, and 24 October 1998 to seek input from concerned citizens in communities potentially affected by the proposed Airport Parkway modifications. Further details of the Community consultations are to be found in Section 12, of the APETIS Report.

City of Ottawa comments on the study report are attached at Annex "C".

A sub-group of the Steering Committee has prepared a report on APETIS which is anticipated to be presented to Transportation Committee. The report is attached at Annex "D" along with staff comments on the recommendations that are contained therein.

MAJOR FINDINGS

In accordance with the ToR findings were ascertained pertaining to three time frames, short, medium and long term, as follows:

a) Short Term: (By 1999 - after New Hunt Club Ramps)

- By this time the Airport Parkway, north of Hunt Club Road, will be operating close to capacity, northbound in the A.M. peak hour and southbound in the P.M. peak hour.
- The six-lane section of Bronson Avenue south of the Canal will continue to have an acceptable level of vehicular service ($v/c = 0.75$ approximately).
- By this time the four-lane section of Bronson Avenue between the Canal and Carling Avenue will be severely congested during peak periods, northbound in the A.M. peak hour and southbound in the P.M. peak hour. As there will be little or no spare capacity during peak periods increasing use of local streets is anticipated.
- Congested conditions will prevail during peak periods on the section of Bronson Avenue between Carling Avenue and the Queensway. ($v/c = 0.93$).
- North of the Queensway the level of congestion on Bronson Avenue will be reasonably acceptable during peak periods.

b) Medium Term: (By 2001 approximately-with a new Walkley Road off-ramp constructed and Light Rail in operation in the CP Railway Corridor.)

- The construction of an off-ramp at Walkley Road will have no effect on the A.M. peak operating conditions (northbound) on the Airport Parkway/Bronson Avenue Corridors.
- A new off-ramp constructed at Walkley Road will have virtually no effect on the peak traffic flow (southbound) in the P.M. peak on Bronson Avenue. However, it will result in traffic staying on the Parkway longer in the southbound direction to exit at Walkley Road rather than at Brookfield Road.
- Some of the traffic that exits from the Airport Parkway at Hunt Club Road by way of the new southbound ramp will exit by way of a new Walkley Road ramp, reducing the southbound peak hour flow on the Airport Parkway between Walkley and Hunt Club Road.

- The southbound flow on the Airport Parkway will be better balanced between Brookfield and Hunt Club if a Walkley Road ramp were constructed.
- North of Hunt Club Road the Airport Parkway will be operating at/very near capacity in the peak directions during peak periods.
- The six-lane section of Bronson Avenue south of the Canal will continue to provide an acceptable level of vehicular service.
- The four-lane section of Bronson Avenue between the Canal and Carling Avenue will be operating at/very near capacity during peak periods in the peak directions.
- The estimated effect of Light Rail in the CP Railway Corridor would be a reduction of at least 100 vph northbound in the A.M. peak hour and southbound in the P.M. peak hour, on the Bronson Avenue/Airport Parkway Corridor volumes.

c) Long Term: (By 2021 - the horizon year of the ROP with the ROP fully implemented)

- The peak hour volumes on the Airport Parkway, north of Hunt Club Road, will exceed its current capacity as an untwinned facility.
- South of Hunt Club Road the current capacity of the Airport Parkway will probably be adequate.
- The six-lane section of Bronson Avenue south of the Canal will continue to operate at an acceptable level of vehicular service.
- The four-lane section of Bronson Avenue between the Canal and Carling Avenue may be operating at an acceptable level of vehicular service during peak periods- provided the Alta Vista Parkway has been constructed.
- If the Alta-Vista Parkway is not implemented there will be increased congestion in the Airport Parkway/Bronson Avenue Corridor with Bronson Avenue from Brookfield Road to Carling Avenue operating at or very close to capacity during peak periods.
- The maximum benefit of the Alta Vista Parkway occurs at the Dunbar Bridge where the model analysis indicates a reduction of 450 vph southbound in the P.M. peak hour.

FINDINGS OF THE MONITORING STUDY

The Monitoring Study which examined the implications of the completion of the new ramps on the Airport Parkway at Hunt Club Road in 1998 (Annex H) revealed the following major findings:

- Generally speaking, the traffic volume changes resulting from the construction of the new Airport Parkway Ramps at Hunt Club Road have emerged as anticipated in the MAXGROUP Study of 1997.
- Considerable traffic volumes have been attracted onto the Airport Parkway north of Hunt Club Road and these additional flows have continued on Bronson Avenue, at least to the Queensway.
- As a result of the additional traffic flows, the Airport Parkway between Hunt Club Road and Walkley Road, and Bronson Avenue between the Canal and Carling Avenue, are both now operating at or near capacity during peak hours.
- The actual amount of traffic attracted to the Bronson Avenue Corridor has been greater than previously anticipated.
- The Bank Street Corridor has benefited considerably from the new Hunt Club Ramps particularly in the A.M. peak hour inbound direction.
- No significant change has taken place on Main Street, the other major north-south corridor to the Central Area from the Southeast Sector.
- Regarding local roads, there is evidence of increased volumes to/from Bronson Avenue by way of the links to the N.C.C. Driveway system, and while Fifth Avenue also appears to have a resultant increase in traffic in both the A.M. and P.M. peak hours, other minor roads in the Bronson Corridor do not appear to have any consistent negative impact.
- In the south of the study area Flannery Drive, Springland Avenue, and McCarthy Road all appear to have benefited considerably from the introduction of the new ramps at Hunt Club and the Airport Parkway.
- South of Hunt Club Road there has been a considerable reduction in the traffic volumes on the Airport Parkway and on the ramps to/from Lester Road/Uplands Drive, which is a very positive result for the Airport and for OC Transpo as transit service to the Airport is now in a less congested operating environment.

CONCLUSIONS

The following major conclusions have been reached as a result of the study and the recently completed monitoring of the current situation in the Airport Parkway/Bronson Avenue Corridor.

- The section of Bronson Avenue between the Canal and Carling Avenue is now operating at or near capacity during peak periods and will continue to do so.
- As the critical section of Bronson Avenue north of the Canal cannot absorb traffic volumes much beyond current peak hour levels, longer periods of total congestion are likely to occur with increase traffic activity on local streets.

- Peak hour levels of congestion on the Airport Parkway north of Hunt Club Road have increased dramatically.
- Due to the severe traffic congestion now occurring on a regular basis on the Airport Parkway north of Hunt Club Road and on Bronson Avenue north of the Canal, deferral of the new Walkley Road off-ramp is recommended until Regional Council has reached a final decision on Southeast Sector land-use and transportation matters.
- The implementation of light rail in the CP Corridor will have a limited beneficial impact on the Airport Parkway/Bronson Avenue Corridor.
- The completion of the Alta Vista Parkway, as identified in the ROP, will have a considerable beneficial impact on the Airport Parkway/Bronson Avenue Corridor.

DISCUSSION OF CONSULTANT'S RECOMMENDATIONS

The following is a discussion of the action required to deal with the recommendations of the APETIS Report to be found in Section 13. Page 48 of the Consultant's document.

- (a) *That until Regional Council commits to the twinning of the Airport Parkway (Brookfield Road to Hunt Club Road) in accordance with Table 6 of the ROP, the Walkley Road off-ramp should not be constructed.*

Although the twinning of the Airport Parkway is in Table 6 of the Regional Official Plan, as a second priority, staff were directed by Regional Council on 28 January 1998 to initiate a study concerning the proposed twinning (see Annex A).

As indicated in the recommendations of this Report staff are proposing to initiate this study by bringing forward draft Terms of Reference for approval.

Until this study is completed and Regional Council has decided on what to do about the twinning of the Airport Parkway it is considered prudent not to proceed with the planning or construction of the proposed Walkley Road off-ramp.

- (b) *That the minimal-cost and low-cost traffic calming remedial measures identified in Section 11 be implemented as soon as possible.*

The Glebe Area Transportation Study, currently in progress, will take into consideration the findings of APETIS in general but in particular will incorporate into its list of alternative solutions to be evaluated the following traffic calming measures:

- Allow parking on Carling Avenue west of Cambridge Street at all times except weekday peak periods.

- Review pedestrian signal timing on Bronson Avenue and investigate locations for additional pedestrian activated signals.
- Install more trees and street furniture.
- Install "gateways" on Bronson Avenue and Carling Avenue to warn motorists of a "residential neighbourhood arterial".
- Reduce Carling Avenue between Booth Street and Bronson Avenue by one lane in either direction to provide additional space for streetscaping,, and pedestrian/bicycle traffic.
- Install speed bumps on Broadway Avenue.

(c) *That the ROC forward proposed remedial measures suggested by the communities to NCC, RCAG, OC Transpo and Carleton University for comment and/or action.*

This will be done once Regional Council has dealt with this report.

(d) *That future ROC Capital Budgets be increased to ensure funding of traffic calming measures.*

The 2000 Capital Budget has identified a total of \$8.675M for traffic calming measures over the next 10 years.

(e) *That ROC study the high-cost traffic calming remedial measures identified in Section 11 for possible implementation in the near future.*

The recently established Mobility Management Branch will reflect these traffic calming measures in the work plan for the near term.

(f) *That the ROC initiate discussion with the City of Ottawa regarding the provision of a peak period and all day parking surcharge on off street parking facilities, with the funds generated by such action to be used to support non-automobile transportation.*

In view of municipal restructuring it is suggested that no action take place on this recommendation until after 1 January 2001, after which it will become the responsibility of the New City.

(g) *That the recommended intersections under the jurisdiction of the Region listed in Table 11 be incorporated into a better funded Regional Safety Improvement Program (SIP) for priority implementation with increased funding for the SIP to be reflected in ROC's Capital Budget for the year 2000.*

The 2000 Capital Budget has identified \$7.195M for the Safety Improvement Program (SIP) over the 10 year period 2000-2009.

The Glebe Area Transportation Study will take into consideration the findings of APETIS in general but in particular will incorporate into its list of alternative solutions the following intersection modification issues:

- Bronson/Carling: Study removal of the Carling Avenue median. Study northbound left turn lane and the installation of audible pedestrian signals.
- Bronson/Third: Study traffic signal installation.
- Bronson/Fifth: Study installation of audible pedestrian signals.
- Queen Elizabeth/Lakeside: Request NCC prohibition of left turning from Q E Driveway, southbound, to Lakeside, eastbound.
- Findlay/Torrington: Study prohibition of right turns from Findlay eastbound, to Torrington, southbound.

(h) That ROC request the City of Ottawa to implement modifications to those recommended intersections under the jurisdiction of the City of Ottawa.

In view of municipal restructuring it is recommended that no action on this matter take place until after 1 January 2001, after which it will become the responsibility of the New City.

(i) That ROC implement a narrowing of the travelled portion of Carling Avenue between Booth Street and Bronson Avenue to provide an enhanced environment for pedestrian, bike, and streetscaping.

As indicated in (b) above this matter is being addressed in the Glebe Area Transportation Study.

(j) That ROC accelerate the implementation of the Booth Street/Elizabeth Street/Raymond Street transit priority corridor.

Funds have not been identified in the 2000 Capital Works Budget for this project. This should be included in Councils proposed 2001 Capital program for submission to the Transition Board.

(k) That twinning the Airport Parkway remain in the Regional Official Plan

See (a) above.

(l) That ROC follow-up on those recommendations of the 1997 Airport Parkway Traffic Impact Study, which have yet to be carried out. (See Annex 1)

The Environment and Transportation Department will follow-up on these recommendations.

(m) Investigate the feasibility of extending the rail transit system from downtown to the Airport and the South Urban Community.

Funds were approved in the 2000 Capital Budget for the study of light rail extensions from downtown to the Airport and this is being done. Extensions to the South Urban Community will be studied at a future date pending the success of the pilot project.

- (n) *Request the Airport Authority to include a substantial investment in public transit in its future Airport expansion plan and to make the necessary provisions for timely implementation during the Airport's future planning activities.*

Airport Authority staff have been made aware of the need to plan for future light rail service to Ottawa International Airport. Recommendations in #3 addresses the matter. Regional staff will continue to pressure the Airport to integrate transit into the new terminal.

- (o) *Implement a Region wide TDM program to reduce auto travel demand, with emphasis along the Airport Parkway/Bronson Avenue corridor.*

The 2000 Capital Budget approved \$9.98M for a 10 year TDM program to be administered by the recently established Mobility Management Branch.

- (p) *Initiate the Environmental Assessment that will accelerate the design and construction of a new inter-provincial bridge at the east end of the Region as soon as possible.*

As soon as consensus is reached on possible candidate corridors for an east end bridge the Terms of Reference for an Environmental Assessment will be prepared for Council's approval.

COMPATIBILITY WITH ROP AND TMP

One of the reasons arterials in the Inner Area, such as Bronson Avenue, operate at capacity during ever-lengthening peak periods is because we have not yet attained our Official Plan objectives for transit, walking and cycling. Increasing investment in transit to the levels identified in the Transportation Master Plan and the achievement of the intensification goals of the ROP will assist in mitigating the negative impacts of increasing congestion.

However, as the Consultant's report has recommended that the Airport Parkway twinning should remain in the ROP, staff are responding to Motion #34 (Annex A) by including Recommendation #4, to initiate the study as directed, by bringing forward Terms of Reference for approval.

The scope of this study will address all possible alternatives to twinning the Airport Parkway.

FINANCIAL IMPLICATIONS

The study that will be required to address Recommendation #4 of this report will be funded from the "Strategic Transportation Planning Studies" Account No. 912-33406 (SAP # 900099).

In view of the recommendation in the Consultant's report to defer the construction of the new Walkley Road off-ramp, Recommendation #5 has been included to insure that staff have clear direction from Council on this matter.

*Approved by
Nick Tunnacliffe*

BR/jg

ANNEX A

No. 4

Regional Council,
28 January 1998.**TRANSPORTATION COMMITTEE REPORT NO.1**

1. **HUNT CLUB RAMPS AIRPORT PARKWAY - REQUEST FOR DEFERRAL**

COMMITTEE RECOMMENDATIONS AS AMENDED**That Council approve the following:****WHEREAS the Region awarded a contract to Beaver Road Builders Ltd. on August 15, 1997 subject to a condition subsequent on the dismissal of the bump-up requests under the *Environmental Assessment Act* with respect to the ramps leading from Hunt Club Road to the Airport Parkway;****AND WHEREAS by letter dated December 5, 1997 from the Minister of the Environment, the remaining bump-up request was dismissed and the award of the contract to Beaver Road Builders Ltd. became unconditional;****AND WHEREAS a delay to 1999 or later in the commencement in the work under the contract would be a breach of the contract likely rendering the Region liable for damages;****BE IT RESOLVED THAT the recommendation be deleted and replaced with the following:**

1. **Council direct staff to exclude the north-east ramp from Walkley to the Airport Parkway from the 1998 Capital Budget to be presented to Committee and Council;**
2. **Council direct staff to prepare the required modification or amendment to the Regional Official Plan to delete the twinning of the Airport Parkway;**
3. **Council direct staff to include in the 1998 and 1999 Operating and Capital Budgets to be presented to Committee and Council the necessary funds to permit the commencement of pilot light rail, including the north-south link, by December 1, 1999 and staff further be directed to take any steps to achieve this goal, subject to the normal reporting to Committee and Council;**

4. Council direct staff to prepare a report to be submitted to Transportation Committee and Council examining reasonable ways of permitting para-transpo vehicles, taxis and dedicated airport passenger vehicles on the Southeast Transitway;
5. Council confirm that the work required under Contract 97-509 with Beaver Road Builders Ltd., being the construction of the ramps from the Hunt Club Road to the Airport Parkway shall proceed.

MOTION NO. 33

Moved by Councillor D. Holmes
Seconded by Councillor C. Doucet

RESOLVED THAT Transportation Committee Report No.1 be amended so that the Doucet/Holmes recommendation (memo dated 15 January, 1998), be substituted for the Transportation Committee recommendation number 5.

The substitution motion reads as follows:

“That Transportation Committee recommend Regional Council delay the construction of the Hunt Club Ramps to the Airport Parkway until six months following the commencement of the pilot rail service.”

“Lost” on a division of 13 Nays to 5 Yeas as follows:

NAYS: Councillors Stewart, Loney, Cantin, McGoldrick-Larsen, Hill, Hunter, Kreling, Legendre, Davis, van den Ham, Hume, Bellemare, and Chair Chiarelli....13

YEAS: Councillors Byrne, Meilleur, Doucet, Holmes, and Munter....5

MOTION NO. 34

Moved by Councillor R. van den Ham

Seconded by Councillor P. Hume

RESOLVED THAT Transportation Committee Report No.1, Hunt Club Ramps Airport Parkway, be amended so that a new part be added to recommendation 2, as follows:

2. Council further direct staff to prepare a report to be presented to the appropriate committee(s), summarizing the transportation issues, the planning and development issues related to the Airport Parkway and the affected surrounding areas, and that this report include the potential (negative and positive) ramifications of twinning of the Airport Parkway.

BE IT FURTHER RESOLVED THAT recommendation 3 be deleted and replaced with a new recommendation 3, to read as follows:

3. Council direct staff to include in the 1998 and 1999 Operating and Capital Budgets to be presented to Committee and Council the necessary funds to permit the commencement of pilot light rail (considering the north south link) by 1 December, 1999. Council further direct staff to prepare a report, after thorough consultation with the private sector, summarizing the feasibility of the light rail pilot project, and to identify the preferred option, route, time frame and costs associated with this pilot project. The report to be submitted to Transportation Committee before 1 June, 1998, enabling Council to make an informed decision on light rail and the option to commence a pilot project in 1999.

MOTION NO. 35

Moved by Councillor G. Hunter

Seconded by Councillor R. Cantin

RESOLVED THAT the words “modification or” be removed from recommendation 2 of Transportation Committee Report No.1.

“CARRIED”

Recommendation 1 was then put to Council and “CARRIED”.

Recommendation 2 as amended by Motion 34 (and Motion 35) was put to Council and “CARRIED” on a division of 13 Yeas to 6 Nays as follows:

YEAS: Councillors Byrne, Stewart, Meilleur, Kreling, Doucet, Legendre, Davis, Beamish, Holmes, van den Ham, Munter, Bellemare, and Chair Chiarelli....13

NAYS: Councillors Loney, Cantin, McGoldrick-Larsen, Hill, Hunter, and Hume....6

Recommendation 3 as amended by Motion 34 was put to Council and “CARRIED” with Councillor Holmes dissenting.

Recommendation 4 was put to Council and “CARRIED”.

Recommendation 5 was put to Council and “CARRIED” on a division of 14 Yeas to 5 Nays as follows:

YEAS: Councillors Stewart, Loney, Cantin, McGoldrick-Larsen, Hill, Hunter, Kreling, Legendre, Davis, Beamish, van den Ham, Hume, Bellemare, and Chair Chiarelli....14

NAYS: Councillors Byrne, Meilleur, Doucet, Holmes, and Munter....5

MOTION NO. 36

Moved by Councillor M. McGoldrick-Larsen

Seconded by Councillor A. Munter

RESOLVED THAT with respect to the Recommendations in Transportation Committee Report No. 1, staff include in its report(s) how the region will continue to meet its existing Transportation Master Plan goals for public transit in moving commuters from the West and Southwest, at the same time as accommodating these new directions.

“CARRIED”

Extended Traffic Impact Study
Airport Parkway Modifications
As Approved by Regional Council on 9 July 1997

Introduction

The following Terms of Reference provide details of an extended traffic impact study intended to respond to the following motion approved by Regional Council at its meeting of 11 June 1997:

"..that staff be directed to prepare terms of reference to continue the impact study of the traffic implications to the communities of Old Ottawa South, the Glebe and Centretown to the north and examine all ramifications downstream."

This motion was initiated during consideration of the matter of the provision of new ramps to the Airport Parkway at Hunt Club Road by Transportation Committee and subsequently by Regional Council.

Background

In response to an earlier motion of the Transportation Committee a report was prepared which summarized the anticipated impact of the provision of these proposed ramps. The study considered key intersections in the area generally bounded by Laurier Avenue, Highway 417/Nicholas Street, Hunt Club Road and the Rideau River/Rideau Canal/CNR line.

The study findings were principally that the introduction of the new ramps would result in growth of traffic volumes on the Airport Parkway with consequent growth in traffic volumes on Bronson Avenue. Traffic growth on the Airport Parkway and Bronson Avenue is constrained by their current configuration, with the result that peak traffic growth on Bronson Avenue was estimated to be 220 vehicles per hour during the AM peak hour and 115 vehicles per hour during the PM peak hour.

It was found that this traffic growth on Bronson Avenue was complemented by reductions in traffic volumes on Bank Street and to a lesser extent Main Street. Further it was found that the traffic growth on Bronson Avenue could be accommodated at acceptable qualities of service with no network modifications.

During discussion of the study findings several concerns were voiced with respect to certain study limitations. The study detailed in these Terms of Reference is intended to extend the initial study and address these concerns. The concerns were focused on certain parameters of the initial traffic impact study including:

- Insufficient consultation with the affected communities.
- Assumptions which did not include traffic growth in the medium term.
- Insufficient consideration of areas located north of the Canal.
- Insufficient consideration of the longer term impacts of changes to the Airport Parkway on the affected communities.
- Insufficient consideration of implications for pedestrians, cyclists and transit operations.

A particular concern was the absence of recommendations concerning traffic calming for local streets likely to be affected by the redistribution of traffic as a result of changes to the Airport Parkway (specifically those streets abutting Bronson Avenue, Colonel By Drive and Queen Elizabeth Drive).

It is also considered important that the extended study be completed cognizant of, and consistent with, the recent results of the area traffic studies of Centretown, Somerset Heights and Old Ottawa South. Further, the formal involvement of other potentially affected communities including Dows Lake and Dalhousie is considered necessary.

As a result the following objectives of the extended study are noted:

- To consult with the communities of Old Ottawa South, Centretown, Glebe, Dalhousie and Dows Lake.
- To elaborate on the near term impacts of the proposed changes to the Airport Parkway in the identified communities.
- To assess the implications for the timing and suitability of recommendations made in the context of the Centretown and Old Ottawa South traffic studies.
- To identify need for and recommend appropriate traffic calming measures on the local streets abutting major roadways potentially affected by the traffic redistribution (especially those for which no recent traffic calming study has been completed).
- To assess the medium term impacts of the proposed changes to the Airport Parkway for the identified communities.
- To provide an overview of the long term implications of changes to the Airport Parkway for the identified communities (network and community implications of this change).
- To assess the joint funding of traffic calming measures for local streets abutting major roadways affected by the traffic redistribution and/or traffic increase.

The study is to be completed consistent with the policies and direction of the Adopted Official Plan.

The remaining sections of these Terms of Reference address these objectives.

Study Area

The study area will be defined to include the communities of Centretown, Old Ottawa South, the Glebe, Dalhousie and Dows Lake.

Study Horizon

For the purposes of this study the following time frame definitions are provided:

Near Term - assumptions consistent with those of the initial traffic impact study (i.e. new ramps on the Airport Parkway at Hunt Club Road, no traffic growth, no other network changes, current year). It is also assumed that Hunt Club Road is connected from Highway 416 to Highway 417 by way of Hawthorne Road and Walkley Road.

Medium Term - defined as a term of 5 years after the near term, with background traffic growth, additional ramps on the Airport Parkway at Walkley Road and no other network changes. The medium term assumptions will include the assessment of a pilot rail rapid transit project in this transportation corridor.

Long Term - defined as a further term of 15 years after the medium term. Two analysis scenarios are to be considered as follows:

- a) with traffic growth, twinning of the Airport Parkway and no other network changes.
- b) with traffic growth, twinning of the Airport Parkway, completion of the Alta Vista Parkway and the connection of Riverside Drive to Nicholas Street and the connection of Bronson Avenue to the Portage Bridge (that is, the network improvements identified in the Adopted Official Plan).

Study Approach

The following work streams are envisioned to occur in the context of this study.

- Project Start Up
- Elaboration on Near Term Traffic Impacts
- Identification of Medium Term Traffic Impacts
- Identification of Long Term Traffic Impacts
- Traffic Calming Assessment
- Study Documentation and Approvals

Analytic work streams related to the quantification of near, medium and long term traffic impacts will be completed coincidentally in order that results are available for the traffic calming assessment and the public involvement components of the study.

The following summary of specific tasks within each of the identified work streams is provided. It should be noted that specific tasks may vary subject to the needs identified through the community consultation process and study findings.

Project Start Up

- Establish the study Steering Committee
- Circulate the report detailing results of initial traffic impact study
- Acquire and review previous traffic studies within study area
- Discuss all study findings with Steering Committee
- Consolidate key study findings
- Confirm the study Terms of Reference

Elaboration on Near Term Traffic Impacts

- Extend the analyses of the initial traffic impact study to address identified concerns
- Elaborate on "ramifications downstream"
- quantifiable measures
- subjective measures and observations
- Identify remedial measures as required
- Present findings to the Steering Committee
- Complete additional issue analyses as required
- Confirm implications of findings
- for Old Ottawa South, Centretown and Somerset Heights study recommendations
- for Glebe and Dows Lake areas
- Confirm the need for further traffic calming measures
- Prepare an interim summary of near term study findings

Identification of Medium Term Traffic Impacts

- Develop medium term analytic scenario
- Summarize anticipated medium term impacts
- Identify remedial measures as required
- Present results to Steering Committee
- Refine analyses as required
- Prepare interim summary of results of medium term analyses

Identification of Long Term Traffic Impacts

- Develop long term analytic scenarios
- Summarize anticipated long term impacts for each scenario
- Identify remedial measures as required
- Present results to Steering Committee

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- Refine analyses as required
- Prepare interim summary of results of long term analyses

Traffic Calming Assessment

- Prepare and distribute notice to affected communities
- Consolidate identified community concerns
- Conduct community workshops (one in each community)
- Consolidate workshop results
- Develop draft traffic calming plans
- Present traffic calming plans to Steering Committee
- Refine traffic calming plans
- Prepare and circulate traffic calming plans to all affected residents
- Conduct community open house meetings (one in each community) to discuss study findings and traffic calming plans
- Summarize results of consultation and present to the Steering Committee
- Confirm traffic calming plans
- Develop cost estimates and prioritization
- Document results of traffic calming assessment

Study Documentation and Approvals

- Prepare draft study report
- Circulate to Steering Committee for comments
- Prepare and conduct public meeting to present study findings
- Revise and finalize draft
- Present study findings to Transportation Committee
- Convey study materials to the Region

Study Direction

The study will be completed with the involvement of a Steering Committee comprised of one representative of each of the following community associations:

- Old Ottawa South
- Glebe
- Dow's Lake
- Centretown
- Riverside Park
- Hunt Club
- Dalhousie

The Steering Committee will also include representatives of pedestrian and cycling agencies, Transport 2000, the Planning and Development Approvals Department, Environment and Transportation Department, OC Transpo and the Ottawa Macdonald-Cartier International Airport Authority (OMCIAA).

Study Timing

The study will commence immediately and will be completed by 30 November 1997. The proposed community workshops will occur during late September and early October 1997 and the community open house meetings will occur during late October/early November 1997.

Study Budget

The consultant's budget will be set an upset limit of \$50,000 inclusive of all time-based fees and disbursements but exclusive of GST. The costs of community notification will be borne by the Region.

Responsibilities of the RMOC

The Region will provide long term traffic projections for the two identified long term scenarios based upon the modelling conducted for the Transportation Master Plan including select link analyses for identified key routes (Bronson Avenue, Bank Street, Colonel By Drive, Queen Elizabeth Drive and Main Street).

Study Documentation

Study documentation will include the materials required for the noted public consultation events as well as a study report in draft and final formats. Twenty copies of the draft study report will be provided. One hundred copies of the final study report will be provided. The final report will include a bilingual Executive Summary.

October 27, 1999

TAS4000/023

TAS4000/243 (Airport Pkwy TIS)

Brendan Reid
Planning and Development Approvals
Region of Ottawa-Carleton
111 Lisgar Street
Ottawa, Ontario
K2P 2L7

Dear Mr. Reid:

Subject: APETIS - Final Report - City of Ottawa Comments

Thank you for the opportunity to provide written comments on the Final APETIS Report and for agreeing to consider these in formulating your staff recommendations. Also, I understand that our comments will be included in your staff report to the Region's Transportation Committee.

In general, we are pleased that the Region has undertaken the Airport Parkway Extended Traffic Impact Study to provide an understanding of near, medium and long term impacts of the modifications to the Airport Parkway as set out in the Region's Official Plan. Not only does such an understanding aid in planning for future transportation infrastructure, it also assists in identifying priorities for future initiatives to achieve the objective of both the City and the Region for a sustainable transportation system that places priority on environmentally friendly modes of transport with corresponding reductions in private automobile travel. Furthermore, the study, in addition to identifying traffic conditions along the Bronson/Parkway corridor, clearly establishes that there is a very real potential for increased through traffic along those city streets within established residential communities that provide lateral east-west connections between key north-south routes, and most notably, between Bank Street and Bronson Avenue. It is this issue, and the associated impacts on the quality of life for the potentially impacted communities that is of particular interest to the City.

Consistent with the Terms of Reference for APETIS, the final report does identify a number of measures (traffic calming, intersection modifications), and initiatives (TDM programs, transit priority strategies, land use strategies), to address potential impacts of increased traffic along Bronson Avenue and the Airport Parkway and for key east-west city streets, and to reduce the magnitude of traffic increases within the Bronson/Airport Parkway corridor. Many of these are entirely within the jurisdiction of the Region as they relate to regional roads and/or regional programs/policies. The City generally supports these. Some measures/initiatives, however, fall entirely within the jurisdiction of the City. While we support many of these in principal, there are some suggestions/recommendations that have been put forward in the Final APETIS Report that we are not in full agreement with. Also, there are suggestions/recommendations directed to the City that we feel are beyond the scope of matters that can be addressed by the city. These are discussed below to correspond to Section 11.2 (Proposed Traffic Calming Measures), Section 11.3 (Intersection Modifications), and Section 13 (Recommendations) of the APETIS Report. We would ask that consideration to these comments be given in formulating your recommendations.

Traffic Calming Measures (Section 11.2)

MINIMAL COST MEASURES

Turn Restrictions to Discourage Cut Through Traffic

A number of locations have been identified where turn restrictions are being recommended. Some of the restrictions are intended to prohibit traffic turning from regional roads (Bank and Bronson) onto local city streets (Aylmer, Bronson Place) while others are proposed along city streets (Sunnyside) to prohibit turning movements within the community. While the Region has jurisdiction to implement turn restrictions along regional roads, the implementation of turn restrictions along city streets is exclusively under the jurisdiction of the City.

The City is concerned that implementation of turn restrictions for some streets may result in a shift of traffic to other City streets. We would therefore request, prior to any implementation of turn restrictions along regional roads, or requests to the City to implement turn restrictions along city streets, that an assessment of possible cumulative impacts related to the restrictions be undertaken. Further, we would appreciate being directly involved in decisions to implement turn restrictions along regional roads.

Cycling Related Initiatives

The comments and suggestions related to cycling detailed in Annex E that are recommended to be forwarded to RCAG deal with issues that we feel also relate to matters that should involve the City's Cycling Advisory Group (OCAG) and City staff. In particular, while Bronson Avenue, north of the

Canal is not identified as a cycling route in the Region's OP, this section of Bronson is included in the City's Comprehensive Cycling Plan, which is a Council approved document, as an on-road bicycle route. Consequently, there would be interest on the part of OCAG and City staff to be involved in any determinations that may be made to improve the cycling environment along the Bronson/Airport Pkwy corridor, and to ensure that local cycling issues will be addressed. We would therefore ask that all the cycling related comments and suggestions also be forwarded to OCAG and my Branch, to allow OCAG's comments and comments from my staff to be considered in any decisions or recommendations that may be made by RCAG.

NCC Related Initiatives

Some of the comments and suggestions to be forwarded to the NCC, detailed in Annex E, deal with issues that relate directly to city streets (ie Torrington/Findlay) or have the potential to impact city interests such as community access. I would advise that an agreement was entered into between the City and the predecessor agency to the NCC when the Bronson Bridge over the Canal was constructed whereby the City agreed to maintain the local roads (Torrington/Findlay and Lakeview) that connect Bronson to the QED to serve as access ramps. In view of the foregoing, I would ask that those suggestions and comments related to NCC issues and that directly and indirectly also relate to City issues also be forwarded to the City for review with the NCC. Further, as you know, the Region has retained a consultant to undertake a traffic study for the Glebe. Issues related to Torrington/Findlay and Lakeview/Lakeside as access routes from Bronson Avenue to the QED should be examined in greater detail in the context of this study. We would therefore recommend that your staff report defer these issues to the Glebe Traffic Study for review, including a review of the agreement noted above.

LOW COST MEASURES

Street Tree Planting

The City of Ottawa, as you know, is responsible for street tree planting within the rights-of-way for both city and regional roads. As such, we would ask that the City, and specifically, the Operations Branch of the Department of Urban Planning and Public Works be directly involved in street tree planting initiatives within the Bronson/Airport Pkwy corridor to ensure that sites selected are appropriate, that appropriate tree species are selected, and that roadway operations needs, and in particular, boulevard snow storage requirements will be adequately accommodated.

Bronson/Sunnyside Traffic Circle

The APETIS Report refers to the possible installation of a traffic circle at Bronson and Sunnyside. However, such a device requires investigation as to its feasibility. Considering that Sunnyside is a city

street, it is required that the City be directly involved in any investigations/assessments that may be initiated by the Region to determine the feasibility of installing this device.

Land Use Related Initiatives

i) Increase Retail Uses along Bronson

Lands along Bronson in both Centretown and the Glebe are designated “Residential Area” by the City of Ottawa OP and are mostly zoned to permit predominately residential uses. While the policies associated with the Residential Area designation do allow for some non-residential development, they would not permit the establishment of continuous retail uses. The existing retail uses are either non-conforming or are permitted through exception or site specific commercial zones.

To accommodate a land use transformation along Bronson from predominately residential to commercial and to encourage more and possibly continuous retail, may require an OPA to establish a neighborhood linear commercial designation for those areas along Bronson where there is a desire to provide for increased retail uses and associated rezoning to establish a commercial zoning for the area. Such a land use designation change and related zoning change requires that an assessment be made of the need for new linear commercial areas and whether there would be an adverse impact on the vitality and health of existing linear commercial areas, particularly along Bank Street and Somerset Street. This could involve an extensive study to satisfy the policies of the OP that are directed to strengthening and enhancing existing neighborhood linear commercial areas before permitting expansions of these areas or permitting the establishment of new neighborhood linear commercial areas. Considering the policy directives in the OP, it may be more appropriate to deal with the suggestion put forward in the APETIS report more along the lines of “exploring with the City the possibility for increasing retail” rather than “working with the City to increase retail”, as the suggestion is currently worded.

ii) Residential Intensification

The City of Ottawa OP, as you know has a very strong policy emphasis to intensify residential development within the inner city while also ensuring that the character of established neighborhoods is maintained. The City therefore would support any policy initiative of the Region that would contribute to increased residential development activity in the inner city area. In this regard, we note that during the years that the Region had in place an exemption from regional development charges for residential development within certain inner city residential neighborhoods (to complement the moratorium on city development charges that was instituted by the City in the early 1990's, and that remains in effect) residential development activity in the areas where the exemption applied was relatively high. With the reinstatement of regional development charges, development activity for new residential development in these inner city neighborhoods has declined.

While residential intensification in and around the central area can contribute significantly to reducing the need for travel by having a higher residential population base in close proximity to the Region's primary employment node, intensification of employment and residential uses at strategic nodes in and around both Primary and Secondary Employment Centers also can contribute significantly to reducing travel demands and provide for more balanced and efficient use of the existing transportation system to relieve congestion along major routes, including Bronson Avenue and other routes providing access to the central area. Currently, employment centers within the City of Ottawa are somewhat disadvantaged as compared to suburban employment centres due to geographic constraints (not as much land area) and due to more relaxed development standards in some of the suburban communities which allow employment uses to develop in campus environments with extensive areas of surface parking - development characteristics which are not supported by the City's OP. While not specific to APETIS, the Region has the potential to play a leadership role to support more balanced development of employment centers to realize objectives as set out in both the Region's and the City's OP's to provide for higher intensity development in proximity to transit and in a manner that can better support transit and other more environmentally friendly modes of travel. One possible option is exemption from development charges for development within urban employment centers, such as Confederation Heights.

Parking Surcharge and Taxing

The suggestion set out in the APETIS report for the Region to explore with the City the imposition of a surcharge for long term parking in the central area and to impose increased property taxes for parking facilities is not accompanied by any details. Consequently, it is not clear whether specific strategies or mechanisms that could be explored were identified.

Considering that most of the parking in the central area is provided by the private sector, it is assumed that this recommendation is focused on privately operated parking facilities. As you know, these are private business enterprises. Consequently, there is no ability for the City to impose a parking fee structure nor can the City impose a parking surcharge. Privately operated lots, because they are business ventures which cannot be subjected to municipal controls to regulate parking fees, tend to gear their rates more to attracting long term parking whereas the focus for municipally operated parking facilities is to encourage short term parking.

With respect to increasing property taxes for parking facilities, while this in principal may have merit, it brings into the question whether this is possible under current legislation. It does not appear that this has been addressed and should be looked at prior to moving forward with any consideration of this particular suggestion.

HIGH COST MEASURES

Somerset Heights Traffic Plan

The implementation of traffic calming measures identified in the various traffic calming studies/reports considered by Ottawa City Council in recent years generally is subject to detailed technical review, identification of capital and maintenance funds, and public input, as required. Due to the limited financial resources available for implementing capital projects within the City, traffic calming measures generally are only being implemented in conjunction with other scheduled road or sewer projects. None of the intersections identified by the APETIS for implementation of the traffic calming measures set out in the Somerset Heights Traffic Study have been identified at this time for road or sewer works in 2000. Consequently, should there be a desire to implement some of these modifications as stand alone projects, Council would be required to approve capital funds for implementation.

Intersection Modifications

As part of the discussion presented related to intersection modifications, a comment is provided that, “It is assumed that the Region will pay for those modifications affecting a regional road and likewise the City of Ottawa will be responsible for those on city streets.” We wish to advise that we do not agree with this assumption. Rather, we feel that the question at issue is whether it is appropriate for the City to be responsible for funding intersection modifications where these are intended to deal with impacts that primarily result from traffic congestion on the regional road system (traffic using city streets to travel between two regional roads or to bypass congestion). In this context, we are of the view that the Region should consider assuming the responsibility for funding modifications on city streets where the modification is directed to ensuring that traffic remains on the regional road system. Further, we would advise, as noted in our comments dealing with the Somerset Heights Traffic Study, that the City would only fund the implementation of those measures that have been included in traffic studies/plans that have been dealt with by Ottawa City Council as an element of a scheduled capital roadway or sewer project. None of the intersections where modifications have been recommended by the APETIS Study are scheduled for road or sewer work in 2000.

TABLE 11

We have no further comments to provide beyond those detailed in our comments on the proposed traffic calming measures on the recommended intersection modifications identified on Table 11 other than to re-state that Torrington/Findlay are City streets and that any changes for these streets would be subject to City approval. I would also like to emphasize that all the modifications identified that are

within the Glebe neighborhood should be deferred for consideration as part of the Glebe traffic Study which has recently been initiated by the Region.

Recommendations (Section 13)

In light of our comments provided related to Sections 11.2 and 11.3, we would suggest that modifications be made to some of the Consultant's recommendations to ensure that the City's interest in these recommendations are reflected. Also, it may be appropriate to provide further clarification for some recommendations. Our detailed comments and suggested changes related to the recommendations set out in Section 13 are as follows:

- Recommendation 1 This recommendation speaks to the Region committing to the twinning of the Airport Parkway prior to constructing the Walkley ramps. Given that the twinning is identified in the ROP, clarification should be provided for the term "committing" - does this mean a scheduled capital project?
- Recommendation 2 Should this recommendation go forward, we would ask that it be qualified to reflect the comments of the City as discussed in this letter dealing with the minimal and low cost measures.
- Recommendation 3 Add to this recommendation the City of Ottawa, and OCAG as some of the suggestions identified as items to be forwarded to the noted agencies also directly and/or indirectly deal with matters that are under the City's jurisdiction.
- Recommendation 4 Given the position of City staff that it is inappropriate for the City to be expected to assume responsibility for funding implementation of modifications on city streets to deal with traffic impacts resulting from congestion on regional roads, we would suggest that it would be appropriate for the Region to increase future ROC capital budgets to implement not just measures on regional roads, but also to implement measures on city streets where these are intended to discourage regional traffic from using city streets.
- Recommendation 5 No comments or suggested changes.
- Recommendation 6 It is suggested that the inclusion of this recommendation be reviewed in the context of our comments on this issue given that there are no mechanisms available to apply a surcharge for long term parkers using privately operated parking facilities.

Recommendation 7 No comments or suggested changes.

Recommendation 8 Implementing modifications to streets under the City's jurisdiction to deal with impacts of traffic from the regional road network using local streets to travel between two regional roads, or to by-pass congestion on the regional road system, should not be assumed to be the responsibility of the City. Rather, where the modification is focused on discouraging regional traffic from using city streets, it is suggested that the Region assume responsibility for implementation, subject to obtaining all required municipal approvals for the modifications. The City will only fund implementation of measures that have been identified in approved traffic calming studies/plans in conjunction with scheduled capital roadway and/or sewer projects.

It is suggested that modifications to streets within the Glebe be deferred and that the suggested modifications be reviewed as part of the Glebe traffic study.

Recommendations 9 & 10 No comments or suggested changes.

Recommendation 11 With respect to Recommendation 11, we wish to state that any twinning must also provide on-road bicycle facilities.

We have no comments or suggested changes for Recommendations 12 through 16 inclusive.

In addition to the foregoing, City staff would suggest that consideration be given to providing a recommendation to place the construction of the Alta Vista Parkway on a five year capital project list. This transportation corridor, as has been identified through the South-East Sector Transportation Study, and reconfirmed through numerous studies since, including the APETIS study, is needed to provide relief for the existing major north south routes. Construction of the Alta Vista Parkway would also aid considerably in reducing through traffic impacts for a number of inner city and inner suburban communities.

In closing, I wish to again thank you for extending to us the opportunity to provide comments on the Final APETIS Report. I trust they will be of assistance to you in formulating your recommendations. Should you have any questions, or should you wish further clarification, please call Mr. John Smit at 244-5300-1-3866.

Yours truly,

Original signed by

Richard Hewitt
Director of Licensing, Transportation and Buildings

JS:js
letter - RMO - APETIS - City Comments.wpd

c.c. Councillor Inez Berg
Director, Operations Branch
Director, Planning Branch

STEERING COMMITTEE REPORT ON THE AIRPORT PARKWAY EXTENDED TRAFFIC
IMPACT STUDY (APETIS)
(PREPARED BY THE STUDY STEERING COMMITTEE)

The APETIS Steering Committee recommends:

1. That, in order to reduce north south auto travel demand on the Airport Parkway/Bronson Avenue corridor, the ROC/Regional Council pursue the following measures:

a) (*) Implement a Region-wide Transportation Demand Management (TDM) program to reduce auto travel demand, with emphasis along the Airport Parkway/Bronson Avenue corridor;

b) Establish as a goal that peak hour volumes on Bronson Avenue between the Canal and Carling be reduced to 90% of capacity (the Monitoring Report confirms that this stretch of Bronson Avenue is now at capacity);

c) Undertake no new road construction or road modifications in the Lester Rd./Airport Parkway/Bronson corridor for the duration of the light rail pilot project;

d) (*) Investigate the cost of extending the light rail transit system to the Airport, to downtown, to Hull, and to the South Urban Community, with a view to comparing the overall benefits and costs (including environmental and health) of such a system with the expansion, or further congestion, of existing roadways;

e) (*) Request that the Airport Authority include a substantial investment in public transit in its Airport expansion plan and that it make the necessary provisions for timely implementation of transit part of its ongoing planning process; and

f) (*) As soon as possible, initiate the required environmental assessment that will accelerate the design and construction of a new inter-provincial truck bridge at the east end of the Region. The objective, in the context of APETIS, is to provide a north-south route for interprovincial truck traffic that does not require the use of either the Airport Parkway/Bronson corridor or King Edward Avenue.

2. That the Regional Official Plan's emphasis on liveable communities and mass transit be given priority over twinning of the Airport Parkway.

3. That the ROC not proceed to evaluate the implications of twinning the Airport Parkway until the light rail pilot project has been completed and evaluated.

4. That the Walkley Road off-ramp not be constructed.

5. That the ROC initiate a study on replacing the plan for an Alta Vista Parkway with an Alta Vista Public Transit Corridor. This Corridor could be used either for light rail or a bus transitway.
6. That, if Airport Parkway congestion continues to obstruct access to the Airport, gates be installed at the Hunt Club ramps to allow for their closure during peak hours.
7. (*) That the minimal and low-cost traffic calming remedial measures in Section 11 of the consultants' report be implemented as soon as possible.
8. That the ROC immediately reduce the speed limit on the Airport Parkway/Bronson Avenue corridor to 60 kph between the Dunbar Bridge and Sunnyside; and to 50 kph north of Sunnyside Avenue.
9. (*) That future ROC Capital Budgets be increased to ensure funding of traffic calming measures.
10. (*) That the ROC study the high-cost traffic calming remedial measures identified in Section 11 of the consultants' report, for possible implementation in the near future.
11. (*) That the ROC immediately (i) initiate discussion with the City of Ottawa to approach the Province of Ontario requesting power to regulate parking and (ii) investigate the potential of using their power under the Assessment Act to establish classes of property to regulate the provision of short and long-term parking.
12. That the ROC continue to lobby the province for access to a portion of fuel tax revenues to fund municipal public transit and for the authority to use red-light cameras and photo-radar, should it so choose.
13. (*) That the recommended intersections under the jurisdiction of the Region listed in Table 11 of the consultants' report be incorporated into a better funded Regional Safety Improvement Program (SIP) for priority implementation, with increased funding for the SIP to be reflected in the ROC's year 2000 Capital Budget, and that any signal light modifications be reviewed in consultation with the ROC's Audible Pedestrian Signals Committee.
14. (*) That the ROC ask the City of Ottawa to implement modifications to those recommended intersections under the jurisdiction of the City of Ottawa.
15. (*) That the ROC implement a narrowing of the travelled portion of Carling Avenue between Booth Street and Bronson Avenue to provide an enhanced environment for pedestrians, bicycles and streetscaping.
16. That, in respect to the Bronson Avenue corridor, the ROC reject the emphasis on "motor-vehicle capacity" exhibited in the consultants' report and focus on returning Bronson to its function as an urban arterial providing access and mobility for all modes of transportation. For example, the ROC should investigate the use of HOV (high occupancy vehicle) lanes, off-peak-on-street parking and similar measures to accommodate balanced use.

17. That, in the short and medium term, the ROC give preference to inner city development to encourage building where there is existing transportation infrastructure. Further, that the ROC favour measures that will reduce the projected/expected traffic increases in the Airport Parkway/Bronson Ave. corridor. Additional growth should be accommodated by transit.

BACKGROUND

The definition of madness is doing the same thing over and over again and expecting a different result

INTRODUCTION

The APETIS Terms of Reference provided for the project to be coordinated by a Steering Committee composed of representatives of community associations located in the study area, along with representatives from the ROC, City of Ottawa, NCC, Carleton University, and Ottawa Airport Authority. The Steering Committee met regularly over a period of 18 months; meetings were chaired by the representative for the Centretown Citizens' Community Association and the office of secretary was shared between the representatives of the Dow's Lake Residents' Association and the Glebe Community Association. The Steering Committee also benefited from the participation of interested citizens and Regional Councillors, as observers at meetings. Participation remained consistently high throughout.

The Committee's discussions resulted in a set of perspectives and recommendations, based on the study data, which are described herein.

Steering Committee members are appreciative of the diligent work carried out by the consultants, MAXGROUP Associates, and the comprehensive feedback provided by both the consultants and ROC staff throughout the study process. We believe that consideration of this report, taken together with the consultants' findings, provide a solid basis for Committee\Council discussion and decision.

This report was drafted by the Report Sub-Committee of the Steering Committee and approved by the Steering Committee. The report discusses the context in which the study was undertaken and identifies the Committee's assumptions, objectives and vision. It also provides the Committee's perspectives on the problems associated with the increased, and increasing, traffic volumes on Bronson Avenue resulting from recent modifications of the Airport Parkway\Bronson Avenue corridor. The intent of the report, and its recommendations, is to encourage significant action by the ROC in planning for the corridor's re-development in ways that not only will reverse its current, adverse, traffic-related effects on the central communities but indeed benefit both them and Ottawa-Carleton region, in general.

CONTEXT

While the APETIS Steering Committee has expressed its appreciation of the contribution the consultants made to the study, it is not entirely comfortable with their report. The Committee's most fundamental criticism is that the consultants' focus and orientation, and thus the focus and orientation of their assumptions, conclusions and recommendations, remain almost exclusively the accommodation of automobile traffic. Privileging this mode of transportation, in this way, is contrary to Council's direction in the Regional Official Plan. The Official Plan philosophy underpinning Regional transportation policies assumes that travel demand will be accommodated to the greatest extent possible through healthy and environment-friendly travel alternatives, namely walking, cycling and public transit, and by decreasing dependence on the private automobile.

The adequacy of the pedestrian, cycling, public transit and roadway networks is essential to the realization of Council's objectives - to reduce the automobile share of travel and increase the share of travel by walking, cycling and transit. The order in which transportation infrastructure is developed will determine the travel choices people make. Build it and they will come.

Clear evidence of the consultants' bias is shown in their finding (page 36, last paragraph) which asserts that Bronson Avenue will be congested with or without a twinned Parkway as long as there is no alternative to the Bronson Avenue corridor as a Regional arterial but fails to add unless mass transit solutions are aggressively pursued.

Their inclusion among the community workshop recommendations of the (in all but name) Champagne arterial (p. 37, third paragraph) offers another example. Citing this as a recommendation, grossly misrepresents what went on in that particular workshop and puts forward, as a serious proposal, a minor suggestion, raised tentatively, by just one participant and in passing.

Further evidence of the consultants' bias is their decision to use only peak hour data for the Monitoring Report analyses of the impact of the Hunt Club ramps. Peak hour data are most critical to understanding the needs of automobile travel; off-peak data are equally important to understanding and assessing both the impact of traffic on the residents and businesses which make up a community and their overall travel needs.

A second, fundamental concern with the consultants' report is that the post-ramp data are not presented in a manner that allows for easy comparison of before and after conditions, making it difficult to assess the impact of the Hunt Club ramps on the Airport Parkway/Bronson corridor. The presentation of the data obscures the fact that the greatest increases in traffic were experienced by those (central area) communities where the initial volumes were already the highest. In fact, neighbourhoods north of the Canal have suffered significant decreases in its quality of life solely to enhance the convenience of automobile commuters.

Thirdly, the presentation of data in the consultants' report seems to be designed to justify the decision to construct the Hunt Club ramps. While the data appear to show some decline in cut-through traffic in

communities south of the Rideau River (one of the principle arguments for constructing the ramps), they fail to draw attention to the fact that actual increases of up to 65% in traffic in the communities north of the canal greatly exceeded - in some cases were double - the volumes projected. (The erroneous projections had been used to bolster the arguments in support of the ramps.)

The Monitoring Report provides definitive evidence to support the downtown communities'(as represented on the Steering Committee) contention, as they have voiced it over the past three years; viz., that the impacts of the construction of the Hunt Club ramps would be unfairly and disproportionately borne by their neighbourhoods, neighbourhoods into which this traffic is being directed.

The Steering Committee's concerns regarding the consultants' selection, analysis and presentation of the data reflect the Committee's fear that these data and arguments will continue to be used to justify further road building/expansion projects. Such projects would include the proposed construction of the Walkley ramps and twinning the Airport Parkway and building a Bowesville Road connection to the Airport Parkway.

FRAMEWORK

Vision

A liveable community. A community where residents can experience the peaceful enjoyment of their homes; where we all can breathe good quality air; where children, seniors and others are everywhere visible on the streets; and where everyone is able to get easily and comfortably to stores, schools, community centres, parks, libraries, post offices or medical services, whether on foot, using a bicycle, in a wheelchair, on the bus/train or in a car.

Assumptions

In the liveability of our inner-city communities lies the health and sustainability of our region. Thus, the health and welfare of communities must take precedence over the convenience of drivers. Regional transportation policy must facilitate this shift in behaviour.

Liveable communities should be the major focus of this report, not moving cars.

As the Region grows larger and larger, more and more people will feel the effects of increased traffic on regional roads. This study happens to assess their effects on Bronson Avenue; tomorrow, the concern will be somebody else's street and somebody else's community.

Continuing to use historic information to project and provide for future behaviour will never effect change. (Recall the definition of madness, above.)

Objectives

To reduce automobile traffic on the Airport Parkway - Bronson corridor by offering travellers real transit alternatives and providing incentives for transit use.

To mitigate the effects of current traffic volumes and behaviour, reduce the peak time traffic volumes to 90% of capacity and to slow down the projected rate of traffic volume increase. As already noted, the transportation infrastructure that is developed will determine, to a huge extent, the travel choices people make.

To ensure that funding of transportation infrastructure development privileges transit and other environment-friendly alternatives over roadways.

To ensure the public is educated about the availability and attraction of transit options. (Official Plan policy 9.8.3)

To encourage drivers to consider their responsibility for the health, safety and comfort of the neighbourhoods through which they drive and to drive always as if they were on their own street.

STRATEGY

The extensive APETIS community consultations found overwhelmingly that there should be a different focus to regional transportation planning; specifically, that we must look at long term solutions to transportation demand and put the sustainability of the community first. We can no longer afford to cater to the short-term convenience of one group of regional citizens at the expense of the long-term health and survival of the regional community as a whole.

Some solutions

1. No new regional roads be built and any money that might have been used for this purpose go first into transit service expansion and improvements, pedestrian facilities and access to cycling.
2. Lobby for changes to federal public service parking policies (e.g. increase parking charges) and work with other employers to provide disincentives for provision of employee parking, e.g. Nortel/Moodie Drive expansion.
3. Continue to lobby federal government for tax-exempt employer-provided transit passes.
4. Base ROC transportation planning solidly on implementation of the Kyoto Accords.
5. Continue to lobby provincial government for access to fuel tax revenues to subsidize new public transit initiatives and for the right to use red light cameras and photo radar, should the region so chose.
6. Accelerate implementation of park and ride and expand where warranted (see Aylmer park and ride).
7. Make visible the real per-user cost of automobile usage as well as real per-user cost of public transit services.

8. Require that all future subdivision plans include a public transit component which details how public transit has been integrated into the design and ensures that public transit is a privileged transportation mode for that community.
9. Require that infrastructure for new developments privilege transit travel. Revise requirement that developers finance roadway modifications and offer them incentives to design transit-supportive development. Ensure standards provide for easy transit access into and through new developments.
10. Link regional development planning to existing/projected transit nodes.

CONCLUSION

If you want to do things differently you have to do things differently.

David Gladstone
Chair, APETIS Steering Committee

STAFF COMMENTS ON THE STEERING COMMITTEE SUB-GROUP'S RECOMMENDATIONS

1. Sub-Group Recommendations (SGR) #s:
1(a); 1(d); 1(e); 1(f); 7; 9; 10; 13; 14; 15 (marked by *):

The above noted recommendations are the same recommendations of APETIS; and staff comments on them are to be found in the section of the main report entitled Discussion of Consultant's Recommendations.

2. SGR #1(b):

It would be impossible to have a v/c capacity target of 0.90 for Bronson Avenue independently of all the other Central Area Regional Arterials.

One of the fundamental principles of the Transportation Master Plan and the Regional Official Plan was that Central Area Arterials could be expected to operate at capacity (i.e. v/c=1.0) during peak periods. This was one of the principal changes from earlier Official Plans that enabled a number of costly and politically unacceptable Transportation infrastructure proposals such as the Vanier Parkway, the Champagne Arterial and the Queensway Collector Lanes to be removed from the ROP in 1997.

Restoration of the v/c ratio for the Central Area Arterial network to 0.90 would require either the introduction of new capacity into the system, a major reduction in the planned scale of Regional Development, the adoption of future targets of non-auto-travel that might well be considered unattainable, or some combination of all three strategies.

3. SGR #1(c):

The consultant has recommended that the Walkley Road ramps not be constructed until Regional Council has committed to the twinning of the Airport Parkway, (Rec. (a)) which will require the completion of the study that Regional Council has directed to be carried out in accordance with Motion #34 dated 28 January 1998.

The Regional Official Plan currently contains the Airport Parkway Twinning, which APETIS has confirmed should be carried out - at least north of Hunt Club Road. The ROP also contains the extension of Bowesville Road to the Airport Parkway/Lester Road Interchange- part of the future roadway system necessary to provide transportation service for urban growth in Leitrin and River Ridge.

The light rail pilot project will be operational for two years from fall 2001, after which it could be discontinued, permanently established or extended as a pilot. It will be monitored as to its

effectiveness. If this recommendation only applies to the 2001-2003 year duration then it would be acceptable.

4. SGR #2:

This would be contrary to the priorities already established in Table 6 of the ROP (Pages 22/23) where among the priorities identified are the Airport Parkway Twinning, and several mass transit priorities including Light Rail, the West Transitway and the Southwest Transitway, all by the year 2006.

5. SGR #3:

Staff have recommended that this study proceed in accordance with Regional Council's direction (Dept. Rec.#4).

6. SGR #4:

The Consultant's report has recommended that the Walkley Road ramp not be constructed until Regional Council has dealt with the outcome of the Airport Parkway Twinning study that staff have been directed to carry out.

7. SGR #5:

To remove the Alta Vista Parkway from the Regional Official Plan would require a complete re-appraisal of the Southeast Sector growth strategy as contained in the current ROP. As the APETIS Report has shown, the Alta Vista Parkway has a very positive effect on the Dunbar Bridge and the Bronson Avenue Corridor and in that context is a very positive influence on achieving the lower v/c ratio on Bronson Avenue identified in Rec. #1(b) above.

8. SGR #6:

This recommendation should certainly be considered in the proposed study of the Airport Parkway Twinning (Dept. Rec.#4). The study of the implications of not twinning the Airport Parkway should also include the possibility of gates at the Lester Road/Uplands and the Brookfield Road Interchanges.

9. SGR #8:

The Environment and Transportation Department are addressing this matter.

10. SGR #12:

Staff are actively pursuing this issue.

11. SGR #16:

The conversion of existing lanes on major Regional Arterials such as Bronson Avenue to a more limited vehicle use such as bus-only or H.O.V. is not considered to be a practical solution to anything, and the widening of Bronson Avenue to provide extra capacity has never been proposed.

The Transportation Master Plan has identified the appropriate corridor alternatives to Bronson Avenue for transit and cyclists.

12. SGR #17:

The overall development strategy of the ROP is to encourage and promote more development inside the Greenbelt so that, among other benefits, the existing infrastructure can be used to the maximum extent. Bronson Avenue, is an example of a corridor now used to its maximum extent during morning and evening peak hours.

The proposed Airport Parkway Twinning Study will address the measures that would be required to obviate the twinning of the Parkway and the ramifications of those measures for both land use and transportation servicing within the Southeast Sector.