

REGION OF OTTAWA CARLETON  
 RÉGION D'OTTAWA CARLETON

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REPORT  
 RAPPORT

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Our File/N/Réf.            03 07-98-0099

DATE                        3 November 1998

TO/DEST.                 Transportation Committee

FROM/EXP.                Co-ordinator, Transportation Committee

SUBJECT/OBJET         **ELGIN STREET REHABILITATION (QUEEN STREET TO LAURIER AVENUE) - PUBLIC HEARING**

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### **REPORT RECOMMENDATIONS AS AMENDED**

**That Transportation Committee recommend Council:**

- 1.     Receive the scope of works contained in this project report;**
- 2.     Receive the preliminary design for the project, as detailed in the presentation drawings;**
- 3.     Authorize the Environment and Transportation Department to proceed with the relocation of utilities to be determined in the detailed design stage;**
- 4.     That medians continue to be provided through the pedestrian walkways as pedestrian refuges.**

### **BACKGROUND**

At its meeting on 7 October 1998, the Transportation Committee approved, as amended, the attached report dated 15 September 1998 from the Environment and Transportation Department. The following Motions were also approved and staff will provide a verbal response to these at the public hearing:

- 1.     That staff present an option for a full lay-by in front of the Lord Elgin Hotel.*
- 2.     That staff re-examine the possibility of constructing a ramp for bus parking from Elgin Street to the lot to the south of the Lord Elgin Hotel.*
- 3.     That public consultation on the "Restore the Core" Elgin portion include a lunch-time meeting at Regional headquarters to be advertised by both flyer handout on Elgin Street at least one week prior to the meeting and by newspaper ad.*

4. *That staff meet with interested groups including but not limited to: the Lord Elgin Hotel, the Centretown Citizens Community Association, Lisgar Collegiate and Ottawalk, to address their concerns.*
5. *That staff provide comments for a pilot project to prohibit right turns on red in this area.*
6. *That staff conduct a verbal survey of pedestrians using the Elgin and Laurier intersection to elicit their concerns.*
7. *That a second option be presented for the medians by providing shrubs and raised plantings similar to University Avenue in Toronto.*
9. *That the use of the curb lane be considered for the bus drop-off/pick-up/taxi area on Elgin Street in front of the Lord Elgin Hotel.*

The project was advertised in the three daily papers on the following dates: October 10, 11, 17, 18, 24, 25, 31 and November 1, 1998. Although no objections were received as a result of this advertising, there were objections raised when the committee initially received this report in October and these comments are contained in the extract of Minute appended to the staff report

*Approved by  
Rosemary Nelson*

REGION OF OTTAWA CARLETON  
 RÉGION D'OTTAWA CARLETON

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REPORT  
RAPPORT

Our File/N/Réf.           **50 12-98-R091**  
 Your File/V/Réf.

DATE                       15 September 1998

TO/DEST.                 Co-ordinator, Transportation Committee

FROM/EXP.               Director, Engineering Division  
 Environment and Transportation Committee

SUBJECT/OBJET         **ELGIN STREET REHABILITATION (QUEEN STREET TO  
 LAURIER AVENUE)**

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### **DEPARTMENTAL RECOMMENDATIONS**

**That Transportation Committee recommend Council:**

- 1. Approve the scope of works contained in this project report;**
- 2. Approve the preliminary design for the project, as detailed in the presentation drawings;**
- 3. Authorize the Environment and Transportation Department to proceed with the relocation of utilities to be determined in the detailed design stage;**
- 4. Authorize the initiation of the public hearing process as required by Sections 297 and 300 of the *Ontario Municipal Act*.**

### **EXECUTIVE SUMMARY**

Elgin Street, from Queen Street to Laurier Avenue, has reached the end of its serviceable life. Pavement maintenance activities are uneconomical. Infrastructure, watermains, sewers, steamlines, etc. require replacement.

This project has been included in the 1999 Urban Road Rehabilitation Programme. Total reconstruction of the right-of-way, including underground facilities and services, is recommended.

The National Capital Commission (NCC), Public Works and Government Services Canada (PWGSC) and the City of Ottawa have direct interest in this project and will participate in its design and construction administratively and financially.

This section of Elgin Street, while under the jurisdiction of the Region, is an important part of the NCC's Confederation Boulevard and therefore, its design will reflect the Commission's urban and landscape architectural standards (sidewalks, boulevards, lighting, landscaping, etc.).

## PURPOSE

The purpose of this report is to:

- a. Advise the Transportation Committee of the design process, organization, design criteria and features, design schedule and project organization, as well as the scope of work for the Elgin Street Rehabilitation Project;
- b. Seek the approval of the Transportation Committee for the preliminary design in order that the detailed design may be completed for a construction start in January 1999.

## EXISTING CONDITIONS

### 1. Right-of-Way Cross-Section

The existing roadway is a divided arterial. The typical cross-section of Elgin Street, between Queen Street and Laurier Avenue, consists of a seven lane roadway with a curb to curb width of 27 + m. The west side has an approximate 6 m wide boulevard covered in cobble stones adjacent to a 4.5 to 5 m wide concrete sidewalk. The boulevard area also serves as a tree corridor, bus shelter/stop area and contains street lighting poles.

The east side has a boulevard which varies from 1.5 to 5.5 m in width with gravel and cobble stones. The adjacent asphalt and concrete sidewalk is approximately 1.5 to 5.5 m wide. The east boulevard also includes trees, bus stops and road illumination poles.

The concrete curbs and the roadway pavement structure are both in poor condition and further spot maintenance activities are deemed to be uneconomical.

### 2. Infrastructure

The infrastructure located beneath the roadway is also in a poor state. The two principal watermains which date from 1916/1917 are in need of replacement. There is a combined storm/sanitary sewer which should be separated. Existing steam lines and chilled water lines require upgrading.

Bell, Rogers Cablevision, Ottawa Hydro, Ontario Hydro, Consumers Gas, AT & T are known to have underground services within the limits of the project. There are no utility services above ground.

### 3. Traffic Control Signals

All the intersections within the project limits are controlled by traffic control signals:

- a. Elgin at Queen
- b. Elgin at Albert
- c. Elgin at Slater
- d. Elgin at Laurier

### 4. Topography and Drainage

Elgin Street slopes downward to the south, varying from 0.2 percent to a 5 percent grade. Surface storm water flows captured in catchbasins along the outside vehicle lanes are drained into a combined storm/sanitary sewer system beneath the street.

### 5. Existing Land Use

The adjacent land uses are each primary focal points:

- a. Chambers Building - NCC Headquarters
- b. British High Commission
- c. Lorne Building - PWGSC offices
- d. Lord Elgin Hotel
- e. First Baptist Church
- f. National Arts Centre (NAC)
- g. Confederation Park
- h. Provincial Court House

### 6. Heritage and Archaeological Resources

Within the limits of the right-of-way, and at the depths of excavation expected to be required for the rehabilitation of the utilities and roadway structure, no known heritage or archaeological resources are expected to be encountered.

### 7. Operational Concerns

This section of Elgin Street is operating at, or very near, its vehicular capacity during rush hour periods. There are concerns with respect to pedestrian/cyclist/transit/vehicular conflicts at the intersections. Of the four intersections within the project limits, Elgin at Laurier has the highest number of reported collisions.

## 8. Geotechnical

The roadway structure is composed of approximately 100 mm of asphalt over 200 to 250 mm of concrete, which is supported by 300 to 1200 mm of granular base and fill material which overlays a clay sub structure. Bedrock is not found within the expected elevation limits of the rehabilitation work.

## 9. Cycling Facilities

Currently there are no cycling facilities on Elgin Street, although Elgin Street throughout the project limits is designated as an “unsigned on-road cycling route” on the 1998/1999 edition of the Region’s Cyclist Guide Map.

## 10. Street Illumination

Roadway street lighting is by means of traditional “cobra head” high pressure sodium light fixtures. Several old globe lights remain along the sidewalk in front of the British High Commission on the west side of Elgin Street. New pedestrian level luminaries and new metal halide street lights have recently been installed on new Confederation Boulevard standard poles in front of the NAC on the east side of Elgin Street.

## 11. Transit

OC Transpo local service runs north-south on Elgin Street, with stops north bound in front of Confederation Park, and south bound in front of the Lorne Building. There is a temporary stop in front of the British High Commission which is displaced from Elgin Street west leg north of Queen Street due to the reconstruction works underway there.

The major east-west downtown transit corridor crosses Elgin Street at Albert Street and at Slater Street.

## PROJECT JUSTIFICATION

In the 1998 Capital Budget this section of Elgin Street was identified for the first time as a part of the Core Area Capital Works Rehabilitation Programme. It provides funds for the total reconstruction of Elgin Street, where normal maintenance activities are no longer economically viable. Total reconstruction of the right-of-way is necessary, including underground utilities, curbs, sidewalks, illumination and related facilities.

This street forms an important part of the NCC’s Confederation Boulevard. Leading to the National War Memorial at its northern end, Elgin Street also serves as the southern “gateway” to the NCC’s Ceremonial Route.

## PROJECT ORGANIZATION

The rehabilitation of Elgin Street is a component of the Restore the Core Programme, a co-operative undertaking which is focused around the reconstruction of some of the Region's major roads and bridges in the core area. The general interests of various governmental agencies - NCC, City of Ottawa, PWGSC and the Region are co-ordinated through the Core Area Capital Works Committee.

In order to address the direct interests of these agencies a formal project organization and approach has been developed.

All agencies having direct fiscal involvement in this project have appointed their Project Managers to the Project Management Committee, chaired by the Environment and Transportation Department representative.

The general public and businesses in the project vicinity are involved in the project via an extensive public consultation plan, including a Design Advisory Committee, composed of representatives of the pedestrian and cycling communities, adjacent property owners, contributing agencies and maintenance personnel including the Regional Forester.

Design and/or construction traffic issues are reviewed by the Traffic Management Team comprised of Regional staff from Traffic Operations Branch (signals), Safety and Traffic Studies Branch (operations), Ottawa-Carleton Police, transit authorities - OC Transpo, STO as well as traffic representatives from other agencies on an as applicable basis.

Utility concerns are organised through direct contact between the utility companies and the Region's engineering consultant design team.

## DESIGN PROCESS AND PROCEDURES

This urban rehabilitation project is considered to be a Schedule "A" type of project under the Class Environmental Assessment (EA) for Municipal Road Projects. Consequently, under the Environmental Assessment Act no further approval is required. Nevertheless, to secure public input, a public consultation process is being followed for this project.

Subsequent to a review by the public, the preliminary design is being presented to the Transportation Committee for review and a public hearing if/as needed.

In 1996, NCC staff provided a preliminary design, including the urban design and landscape architectural features to the Commission's Advisory Committee on Design for information purposes. Should any further design approvals be required, this would be co-ordinated by NCC staff.

Similarly, as they become available, the recommendations of PWGSC and the City of Ottawa will be presented to the appropriate authorities.

## INVOLVEMENT OF OTHER JURISDICTIONS AND AGENCIES

The following jurisdictions and agencies have direct interest in this project:

- National Capital Commission
- Public Works and Government Services Canada
- City of Ottawa
- Regional Environment and Transportation Department

Other agencies to be directly affected by Elgin Street Rehabilitation include:

- Ottawa-Carleton Regional Transit Commission
- Utility Companies such as Bell Canada, Ontario Hydro, Ottawa Hydro, Consumers Gas, Unitel, Rogers Cablevision, and Metronet

Formal commitment to the project has been received from the NCC and City of Ottawa, including the fiscal commitment to pay for the design of any elements specifically required by them. PWGSC just recently advised of the desire to join in the undertaking. Cost sharing arrangements will depend on the degree of involvement.

The commitment to pay respective construction costs related to the implementation of requested elements is pending review of the prices received at the time of tender.

## PRELIMINARY DESIGN FEATURES

This project will include the complete reconstruction of the roadway, sidewalks, boulevards, lighting, watermain, storm sewer and sanitary sewer on Elgin Street between Queen Street and Laurier Avenue.

Because this section of Elgin Street is part of the Confederation Boulevard, emphasis is given to the landscape and urban design which will be to the NCC's Confederation Boulevard standards, including granite curbs, boulevards containing continuous tree pits to sustain long term development of the abundant tree plantings therein, cobblestone surfaces on medians and boulevards, concrete sidewalks with a unique scoring pattern identifiable with Confederation Boulevard, and fluorescent pedestrian level lighting and metal halide street lighting fixtures mounted on decorative poles which will provide ambient lighting levels to the NCC's Confederation Boulevard standards.

In accordance with the general guidelines of the Regional Official Plan, the development of the proposed design cross-section must service the traffic demands of pedestrian, cyclist, transit and vehicular modes of travel.

### 1. Pedestrian

From the pedestrian perspective, modifications are proposed as follows:



- a. An increase of approximately one meter in the width of the sidewalk on the east side of Elgin Street. This additional width will be most evident in the sidewalk section between Albert and Slater Streets, where the sidewalk currently abuts the outside wall of the underground parking garage of the NAC.

The additional width is achieved through the reduction of vehicular lane widths and median dimensions.

- b. The sidewalk area immediately to the south of the NAC parking garage is widened and a distinct curb line is defined in order to identify the pedestrian versus vehicular zones at the entrance. This is achieved in part by the removal of the short right turn lane north bound on Elgin at the NAC parking garage entrance.
- c. All pedestrian zones will be easily identifiable by their concrete surfaces, including all cross walks at intersections.
- d. Pedestrian crossings of Elgin Street will be reinstated on the south side of Albert Street and the north side of Slater Street.
- e. Curb radii will be reduced to that required to service inter city buses. This will result in reduced crossing distance for pedestrians traversing vehicle traffic lanes. This will be augmented by reductions in crossing distance which come as a result of reducing vehicular lane widths and median dimensions.
- f. Measures are proposed which will prohibit vehicles from parking on and/or travelling along the sidewalk in front of the Lord Elgin Hotel.
- g. Alterations to the traffic control timing at the intersection of Elgin at Laurier, will isolate the south bound to east bound left turn movement from Elgin onto Laurier so that it will no longer be in conflict with the pedestrians crossing north-south over Laurier Avenue on the east side of Elgin Street.

## 2. Cyclists

Discussions with representatives of the cycling community have lead to the incorporation of 4.5 m wide “joint use” curb lanes in the design. These elements are endorsed by the Regional Cycling Advisory Group (RCAG).

## 3. Transit

The design addressed two transit issues. Firstly, OC Transpo local service north-south on Elgin will remain, with new platforms and shelters built to Confederation Boulevard standards in place of the existing ones. Secondly, bus traffic destined for the Lord Elgin Hotel will be provided with a bus loading zone by means of a depressed/offset curb in the traffic lane adjacent to the front of the Hotel. Bus storage will continue to be at the south

side of the Hotel, but access to bus parking will be restricted to in/out off of Laurier Avenue rather than across the pedestrian sidewalk crosswalk corridor on Elgin Street at Laurier.

#### 4. Vehicular

In order to service existing vehicular traffic demand at an acceptable volume to capacity (v/c) ratio, maximum acceptable being 0.9, the lane arrangements which exist on Elgin Street must be maintained. With a forecast ten year growth factor of 1.16, a deterioration in this service can be expected with time. Right-of-way restrictions and the competing needs of other modes of traffic preclude the development of additional vehicle traffic lanes to address this situation.

Vehicular traffic lane widths will be reduced to the following dimensions:

- left turn lanes                      3.0 to 3.25 m wide
- straight through lanes            3.25 m wide
- joint use lanes                      4.25 to 4.5 m wide

The median south bound left turn lane from Elgin on to Laurier will be lengthened in order to increase the storage capacity of the lane so that the traffic control signal timing may be adjusted to isolate this vehicular movement at the Elgin/Laurier intersection.

### INFRASTRUCTURE

The existing 203 mm and 381 mm watermains which date from 1916/1917 will be replaced with a new 610 mm watermain.

The combined 450 mm to 600 mm sanitary/storm sewer, will be split into a new 250 mm sanitary sewer and a separate new 600 mm storm sewer.

Steamlines and chilled water lines crossing Elgin between the Lorne Building and the NAC parking garage will be replaced.

Various localized relocations of Bell, Cablevision, Ottawa Hydro, Ontario Hydro and Consumers Gas underground plant may be required as a result of infrastructure replacements in proximity to these existing plants.

It is expected that the underground traffic control signal wiring will be relocated as part of this project.

Many of the underground service leads to buildings along the street will be replaced as well.

### GEOTECHNICAL

Additional geotechnical information will be collected during the detailed design phase of the project. A substantive roadway structure will be designed based on these findings.

## PUBLIC CONSULTATION

Two public open houses have been held for this project, Monday 29 June 1998, and Wednesday 9 September 1998, each from 3:30 p.m. to 8:00 p.m., in the Festival Plaza Boardroom at Regional Headquarters, 111 Lisgar Street. The open houses were advertised in the Ottawa Citizen, the Ottawa Sun and LeDroit. General delivery mail out flyers were sent to the surrounding neighbourhoods, direct mailings went to interested parties and adjacent property owners and a notice board advertising the first meeting was placed on site.

Through these open houses and subsequent communications with the public, the following issues were identified:

- policing of parking during construction should be enhanced;
- increase pedestrian clearance times at Laurier and Elgin;
- reduce through lanes to two per direction;
- increase median width and include vegetation on median;
- add bicycle lanes and enhanced boulevards;
- eliminate double turn lanes;
- meter traffic into and out of the NAC;
- make "avenue of trees" down Elgin from Lisgar to Queen;
- try to eliminate the use of street poles for posters;
- restrict the establishment of new bars/restaurants on Elgin Street;
- integrate bicycle lanes with traffic lanes;
- conspicuously mark pedestrian crossings;
- establish means of discouraging motorists from cutting off pedestrians at the Laurier/Elgin intersection;
- noise control restrictions similar to MacKenzie King Bridge for NAC rehearsals, performances and special events;
- grade and maintain access at NAC ramp at Queen Street and garage entrance ramp at Slater;
- provide dust control around NAC with particular emphasis to the air intake areas;
- involve NAC staff in design committee;
- refurbish Elgin south of Laurier as well;
- improve signal timing for pedestrians at Laurier/Elgin intersection, allow pedestrians to go first;
- formalize the boulevard appearance;
- reduce double left turn lane on Elgin at Laurier to one turn lane;
- tighten up the corner roundings;
- ban all turn movements for vehicles;
- prohibit right turn vehicle movements on red;
- increase pedestrian crossing times;

- Elgin Street has too many traffic lanes;
- make wider medians;
- plant trees on boulevards and medians;
- use weir type catch basins to facilitate cycling movement in the curb lanes;
- develop the section of Elgin between Lisgar and Laurier as a civic space;
- provide explanatory handouts at the meetings;
- positively enforce traffic laws;
- the boulevard alignment south bound on Elgin south of Laurier requires realignment;
- insufficient advance notices of meeting.

The ideas related to landscaping have for the most part been incorporated into the preliminary design. With respect to tree plantings on the median, the NCC has advised that Elgin Street is a principle corridor leading to the National War Memorial. The preference is to maintain a clear view of the Cenotaph from the Elgin Street approach to Confederation Square. In addition, the NCC utilize the median areas to house planter boxes which may be changed from time to time to co-ordinate with various events in the Capital such as the Tulip Festival.

Issues related to pedestrian and cyclist activities have all been addressed in the preliminary design.

Matters concerning vehicular movements and traffic lanes have been investigated, but for the most part are not included in the preliminary design as they would contribute to a breakdown of the core area traffic network which would jeopardise the efficiency of the transit services along and crossing Elgin Street.

Concerns regarding the NAC have been addressed and/or drawn to the attention of NAC personnel.

Topics beyond the scope of the current Elgin Street project have been forwarded to the appropriate agencies for their consideration.

#### TRAFFIC MANAGEMENT PLAN

The traffic management plan for 1999 will be developed by the Environment and Transportation Department, in consultation with the appropriate agencies to co-ordinate construction activities on all capital projects within the core area. The plan will address traffic re-routing impacts and mitigation measures.

#### COMMUNICATION PLAN

The NCC, PWGSC and the City of Ottawa have appointed a member to the Regional Environment and Transportation Department communication team.

A communication plan will be prepared for each phase of the project so that business, members of the public who work in the core area, people involved in ground transportation and the tourist industry can anticipate the construction works and associated Traffic Management Plan.

### CONFORMITY TO THE TRANSPORTATION MASTER PLAN

The guiding principle from the Transportation Master Plan is the provision of a modal hierarchy with the emphasis on walking, cycling and transit usage. This principle is reflected in the preliminary design for Elgin Street through the proposed sidewalk and traffic lane modifications which focus on the respective needs of these users.

### COMMENTS FROM THE REGIONAL CYCLING ADVISORY GROUP

A member of RCAG represents the Group on the Design Advisory Committee for the Elgin Street project. The preliminary plan incorporates their request for “joint use” lanes.

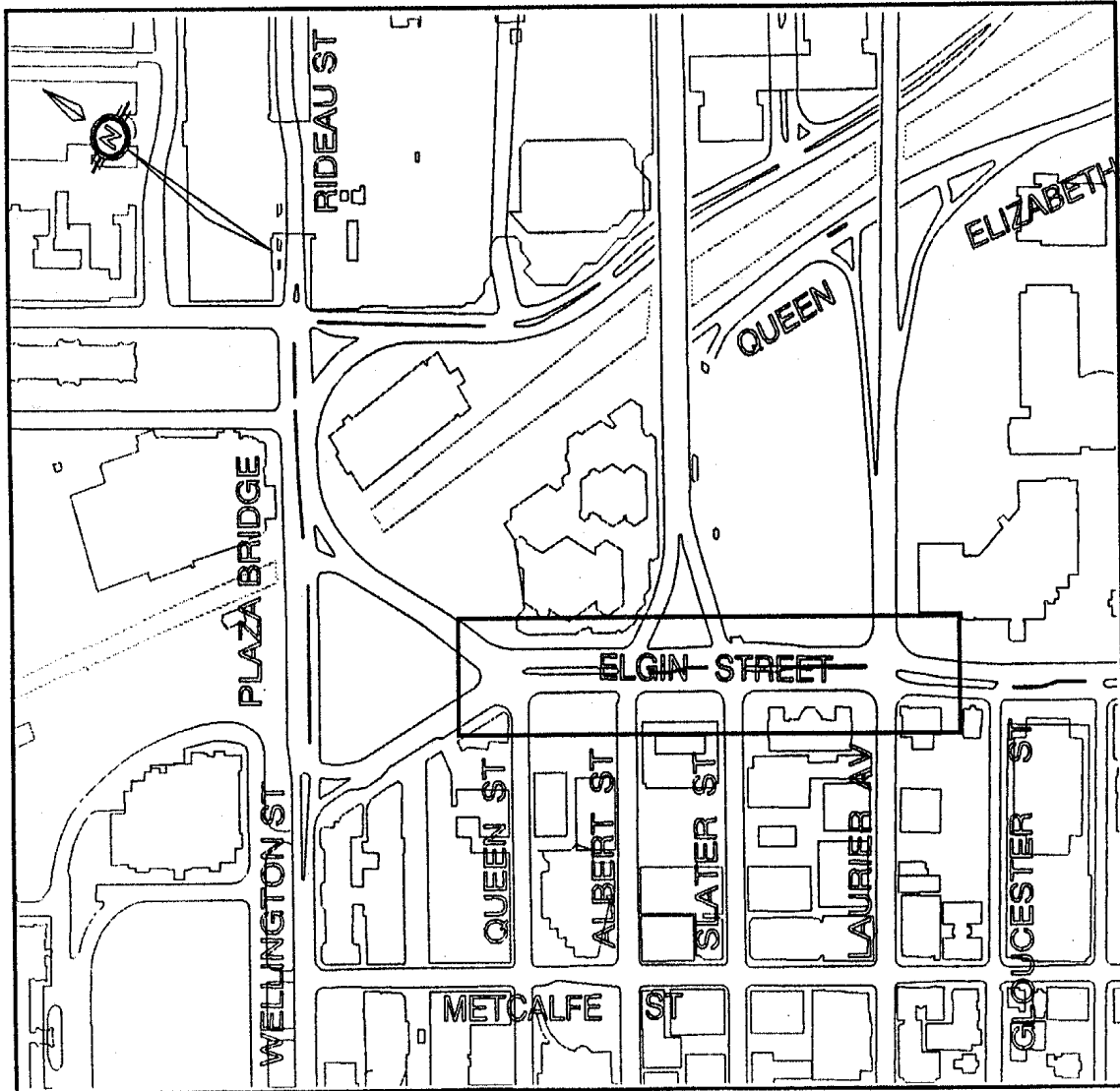
### FINANCIAL COMMITMENT AND PROJECT SCHEDULE

The funds for this project have been identified in the 1998 Capital Budget, with design to be complete in 1998, and construction to be carried out in 1999. Specific target dates include:

7 October 1998	Submit project report to Transportation Committee
14 October 1998	Transportation Committee’s report to Council
18 November 1998	Public hearing (if required)
25 November 1998	Council reconfirmation of design (if required)
27 November 1998	Tender contract
16 December 1998	Tender closing
January 1999	Commence construction
December 1999	Construction complete

*Approved by  
Jim Miller, P. Eng.*

JBT/cpv



Extract of Minute  
Transportation Committee  
7 October 1998

ELGIN STREET REHABILITATION (QUEEN STREET TO LAURIER AVENUE)

- Director, Engineering Division report dated 15 Sep 98

The Project Manager, Barry Townsend, provided a brief overview of the proposal as detailed in the report. A particular concern raised at the public meetings was the safety of pedestrians in front of the Lord Elgin Hotel where tour buses are often parked and/or are moving along the sidewalk, as well as other vehicles going to and coming from the hotel. Staff have addressed this concern by proposing the construction of a partial lay-by area to remove tour buses from the sidewalk and to provide an improved parking facility at the side of the hotel off Laurier Avenue. In addition, it is proposed that bollards be installed to deter taxis from driving up on the sidewalk in front of the hotel.

On behalf of the National Capital Commission (NCC), Gerry Lajeunesse and Diane Irving stated that Elgin Street is an integral part of Confederation Boulevard because it serves as a ceremonial gateway to Parliament Hill and serves as a route to the National War Memorial (Cenotaph) and to the Canadian Tribute to Human Rights monument. In addition, the National Arts Centre (NAC) and Confederation Park which have entrance from Elgin Street, are important sites for cultural activities, year round. Mr. Irving indicated that the streetscape treatment for this project is at Confederation Boulevard standards, but in a less formal manner with single rows of trees and the sidewalks and crosswalks constructed of concrete with a granite curb. All furnishings i.e. information kiosks, benches and waste receptacles are to Confederation Boulevard standards and careful consideration is given to the placement of traffic lights and regulatory signs in order to maintain and enhance the view up Elgin Street to the War Memorial.

Councillor Cantin believed this proposal offers very little in the way of improving the streetscape and was concerned that the narrower medians would not have the capacity to provide some greenery, thereby creating a somewhat sterile environment. B. Townsend confirmed there will be room for the raised flower boxes and that the proposal simply changes the medians from a concrete surface to one of pavers because the planting boxes can be changed for various events. The councillor questioned the rationale for a new pedestrian crossing on the north side of Slater Street and staff advised this will improve pedestrian access throughout the whole area, but would not deter from the signal timing for vehicles. The councillor was concerned that motorists turning from Slater onto Elgin will be driving quite fast and would not expect to see pedestrians at this point.

With respect to the councillor's comments about greenery, Mr. Lajeunesse indicated that even if the entire area could have as wide a boulevard as presently exists in front of the NAC, he would not support putting trees in because they would not grow properly. The NCC preferred to ensure that those trees presently along the roadside reach a healthy size, thereby helping to frame and create that boulevard environment.

Councillor Legendre noted the stop lines in the northbound lanes on Elgin at Albert were offset from the one in the left-turn lane and believed motorists would not respect those lines but would draw up beside the turning vehicle whose stop line is proposed to be closer to the crosswalk. He suggested all the stop lines be even with each other and that they also be diagonal to the crosswalk. He further questioned why there are two left-turn lanes on Elgin at Laurier and staff advised that if there was only one lane, the traffic would start to stack up into other intersections, which would impact transit service on Albert and Slater; although this situation does not currently exist, the volumes are such that it is relatively close to creating problems.

Councillor Legendre further noted that often motorists do not respect pedestrians crossing in this intersection even on the walk signal, although they were usually those northbound heading east. He was also concerned about the conflicts between those motorists and those southbound left-turning motorists from Elgin Street and staff advised there may be an opportunity to address this dangerous situation during the design stage. Councillor Legendre was also concerned about the location of the crosswalk at this intersection and the potential for right-turning vehicles crossing a pedestrian's path - he suggested moving the crossing closer to the corner to eliminate this danger, but staff indicated that would only serve to lengthen the distance for pedestrians to cross Laurier Avenue.

Councillor McGoldrick-Larsen was somewhat concerned about the cost of this project and hoped it could be completed at less than the anticipated cost. Staff advised they will be going through a value engineering exercise to look for economies. She liked staff's proposal to paint the stop lines further from the crosswalk because she saw the need to provide a greater separation between the vehicles and the pedestrians.

Councillor Bellemare requested clarification on the rationale for reducing the median on Elgin at the intersection of Laurier and the impact this would have on pedestrian movement. B. Townsend indicated the removal of the median from the crosswalk area would encourage people to walk across the street without having to stop in the middle of the road; the signal timing would be extended to allow for that and would accommodate slower-moving pedestrians. He also confirmed that the pedestrian crosswalks will be made of concrete and will be of a different colour, thereby making them easily identifiable. When asked what the plans are for the trees on Laurier Avenue adjacent to the Lord Elgin Hotel parking area, staff proposed that the tour buses continue to park in this area, but



Extract of Minute  
Transportation Committee  
7 October 1998

that the trees be moved to the Elgin Street side of the lot so those vehicles can enter from Laurier Avenue. The councillor stated that buses already have enough problems getting around hotels and suggested there be a full bus-bay provided to get those large vehicles off the road without having them encroaching into the next lane.

*Bruce Levine* submitted his proposal dated 7 October 1998 for a “civic square” to be created on Elgin between Nepean and Lisgar. He believed this would balance the War Memorial to the north and a ceremonial arch could be installed where the southern part of Elgin enters this square. Mr. Levine noted that over the years, increased traffic has eroded the boulevards on this once “grande allée” and trees have met with disease or abuse and are unable to flourish. In addition, the pedestrian environment has suffered and he doubted few would pause in the central median to admire the view of the Cenotaph. He encouraged expansion of the scope of the project to Lisgar Street because it would be short-sighted to install the proposed sidewalk detailing, street furniture and light standards along the three-block stretch only and urged committee to seriously consider his proposal for a civic square.

*Pat Gillin, owner, and Don Blakeslee, Lord Elgin Hotel* recognized that tour buses on the sidewalk and boulevard pose a problem, but they believed that what staff propose will effectively block them off at all angles, thereby affecting accessibility for those people coming by bus to the hotel. The compromise offered by staff for a 5’ lay-by would be insufficient to accommodate the width of the average tour bus (10 feet wide), and would leave the vehicle encroaching into the next lane. Further, the design reduces the distance between the existing access/egress points and will undoubtedly make it difficult for vehicles to enter and exit. They urged that the proposed lay-by be widened to accommodate the full width of buses and that a better alternative be found with respect to the proposal for access to their parking lot via Laurier, which would include a depressed sidewalk to allow the buses to drive perpendicular off that street and then back up into the parking lot. They maintained that having the buses park backing up from Laurier would only serve to cause traffic problems on that road. Mr. Blakeslee distributed copies of drawings illustrating what presently exists and what they propose. He reminded members that the airport shuttle bus also pulls up in front of the hotel every half hour and if there are two cars stopped under the canopy, that vehicle cannot fit under as well and must wait on the sidewalk or the boulevard. In response to a suggestion that the tour buses load and off-load at the side entrance, he explained that guests have always been let off at the front door and the bus parking is a major part of the bus tour business and is a good selling feature for the hotel. It would also be difficult to load and unload people from the side lot because there are usually several buses there at a time.

Councillor Cantin suggested that rather than a depressed sidewalk, that there be a driveway slanted at a 45° angle into the side lot off Laurier so the buses can get in and out quickly. Staff indicated that this proposal has been examined and while it may serve some

Extract of Minute  
Transportation Committee  
7 October 1998

buses, it will not serve all of them. Further, it is not recommended that there be an entrance that close to the intersection. He added that if the trees currently along Laurier were to be moved to a location along Elgin, the buses that currently park parallel to Laurier would be instead be parked perpendicular to the road.

Councillor Byrne inquired about the staff's proposal to provide a bus-bay along Elgin Street, noting it would be narrower than the width of a tour bus. B. Townsend indicated that although it would be preferable to take the buses completely off the road, the standards for Confederation Boulevard must be respected and by making a wider bus-bay will result in the loss of trees and therefore the view up the boulevard will change dramatically. He explained that this solution with a bus bay has been used successfully at other hotels e.g. the Chateau Laurier and maintained that this proposal will marry the needs of the hotel for a bus lay-by, with the aesthetic qualities the NCC are looking for along the boulevard.

In light of some of the comments raised about the lack of facilities for the parking of tour buses in the downtown, Councillor McGoldrick-Larsen suggested the public consultation include the Ottawa Tourism and Convention Authority with a view to determining whether this problem is only with this specific hotel or whether a solution should be found for other hotels in the downtown. The Committee Chair advised that there is a short and long-term bus committee which have been meeting for many years on this issue, but have yet to come up with a solution. Councillor Cantin suggested that staff might look into the availability of surplus land in the vicinity of the downtown which could be used as a central bus parking area.

*Lois K. Smith* hoped this project will address the problems associated with the red bricks located in front of the Lord Elgin Hotel and further north along the boulevard. She explained that they easily come loose from their sand bedding and cause serious problems for people running to catch a bus, especially the elderly. To remedy this, she suggested there be concrete right up to and including the bus shelters where these bricks serve as the floor of the shelter. She spoke to the issue of bus access via Laurier Avenue at the Lord Elgin Hotel and the difficulties this may cause because the bus driver may not see the pedestrian fully. Ms. Smith was also quite concerned about the proposal to remove the median from the crosswalk because she found them to be helpful on a wide street and people in wheelchairs or those who are physically or visually challenged will certainly find it difficult to cross the road fully on the signal, without a place of refuge to wait until the signal allows them to cross further.

*Chris Bradshaw, Ottawalk* made reference to their letter dated 7 October 1998 in which they request a wider median and single turning lanes at Elgin and Laurier/Albert. Ottawalk is concerned about large vehicles, such as tour buses, crossing sidewalks and backing up into parking areas and they agree with the importance of providing a

Extract of Minute  
Transportation Committee  
7 October 1998

designated parking area for these vehicles. Ottawalk has a concern with the use of double turn lanes within areas that have high pedestrian volumes where the potential for conflict exists and motorists often cannot see pedestrians when two vehicles are turning at the same time. He found it difficult to accept the argument that there is a demand for these lanes, except if the street has a history of moving all this traffic. He pointed out that the Official Plan calls for the favouring of access to the downtown by walking, cycling and transit and yet it appears, in this design, that the Region is only concerned about the capacity for vehicles. With respect to the view of the Cenotaph and the need for open space, he indicated that with a road of this width there is a need for extra wide medians. Further, Ottawalk is concerned about eliminating the median from the crosswalk because it may encourage motorists to make wider turns, instead of being forced to make a tighter turn if there was a bit of the median in the centre. During the public consultation process, he suggested that signs be placed on the sidewalk to let people know what is going on and to encourage input from all users.

With respect to the latter point, and in response to a question posed by Councillor Legendre, staff advised there will be the traditional newspaper advertising for four weeks. The councillor liked the idea of a road sign to attract attention and to advertise the public hearing and staff advised they had put up display boards to advertise for the public meetings, but a canvas of attendees indicated that no one came as a result of those signs, but rather as a result of the newspaper ad or a hand-out. Despite this, the councillor encouraged staff to try this method of advertising again because he believed that would bring it to the attention of the public who are not in the habit of reading the Regional page in the newspaper.

*Linda Hoad, Federation of Citizen's Association* spoke to the issue of the double left-turn and suggested staff be directed to do further consultation with respect to this particular aspect of the project. She remarked that the FCA has been involved in transportation issues in Ottawa for a long time and referred to the Region's "Central Area Transportation Study" from 1993/94 which was a joint project between the Region, the City of Ottawa, OC Transpo and the NCC and is policy for these organizations. She indicated that part of that report states that greater pedestrian use of the central area serves to strengthen its retail sector, attracting more shoppers and tourists and contributes to more interesting streets. She continued by stating that a greater priority for pedestrians will mean less priority for cars and establishing that greater priority will encourage people to use public transit, hence lessening the need for adding parking in the central area. Ms. Hoad also referred to a statement in the Transportation Master Plan that "Council shall review and modify current standards and practices for pedestrian facilities such as pedestrian space at intersections, curb ramp design...and the use of channelized right-turn and multiple left-turn lanes at intersections to ensure that they support walking." Therefore, she saw this as an opportunity to begin that review and possibly modify the current standards. She

Extract of Minute  
Transportation Committee  
7 October 1998

referred to the comprehensive review document for public transit which was recently released, which states that if the Region is not prepared to take strong measures to discourage automobile use, it cannot achieve the transit objectives it has set and make OC Transpo the successful transit system it is hoped to be. She also referred to increased health costs if carbon emissions are not reduced and all this has to do with encouraging other friendlier modes of transportation. She urged that committee request staff to work with community associations and other interested groups on these problem areas in order to find solutions to these problems.

Councillor Meilleur understood the concerns raised about the safety of double left-turn lanes, but felt the removal of such would only serve to cause congestion, thereby forcing motorists to find other routes through nearby communities. She agreed there should be a program in place to encourage people to use public transit.

Councillor Legendre asked that staff provide statistics on accidents at intersections with double left-turn lanes at the time this matter rises to the public hearing.

Speaking to the staff report, Councillor Cantin stated that if bollards are used on the sidewalk it will cause problems for visually impaired pedestrians. He recognized that the use of cobblestone has been raised as a significant irritation for people, sighted or not, but agreed it is worse for people who are fragile such as the elderly. He indicated other hotels in the downtown have lay-bys and suggested this should be pursued, reminding members about the demographics of those tourists who arrive by bus and their need to be let off close to the front door of the hotel.

Councillor Holmes removed herself from the Chair in order that she could put forward several Motions for the committee's consideration. Councillor Legendre assumed the Chair for this period.

Moved by D. Holmes

**That staff Recommendations 1 and 2 be amended to replace the words "Approve" with "Receive".**

CARRIED

Moved by R. Cantin

**That staff present an option for a full lay-by in front of the Lord Elgin Hotel.**

CARRIED

Extract of Minute  
Transportation Committee  
7 October 1998

Moved by R. Cantin

**That staff re-examine the possibility of constructing a ramp for bus parking from Elgin Street to the lot to the south of the Lord Elgin Hotel.**

CARRIED

Councillor McGoldrick-Larsen proposed that consultation on the “Restore the Core” (Elgin portion) include a lunch time meeting at Regional headquarters to be advertised by both flyer handout on Elgin at least one week prior to the meeting and by newspaper ad. Councillor Cantin asked that the Motion be split for voting purposes.

Moved by M. McGoldrick-Larsen

**That public consultation on the “Restore the Core” Elgin portion include a lunch-time meeting at Regional headquarters.**

CARRIED

Moved by M. McGoldrick-Larsen

**That this meeting be advertised by both flyer handout on Elgin Street at least one week prior to the meeting and by newspaper ad.**

CARRIED

YEAS: M. Bellemare, W. Byrne, L. Davis, D. Holmes, H. Kreling, J. Legendre,  
M. McGoldrick-Larsen....7  
NAYS: R. Cantin, M. Meilleur....2

Extract of Minute  
Transportation Committee  
7 October 1998

Moved by D. Holmes

**That staff meet with interested groups including but not limited to: the Lord Elgin Hotel, the Centretown Citizens Community Association, Lisgar Collegiate and Ottawalk, to address their concerns.**

CARRIED

Moved by D. Holmes

**That staff provide comments for a pilot project to prohibit right turns on red in this area.**

CARRIED

Moved by D. Holmes

**That staff conduct a verbal survey of pedestrians using the Elgin and Laurier intersection to elicit their concerns.**

CARRIED

Councillor Holmes suggested that staff bring forward an option for single turn lanes at Elgin and Albert/Laurier. Some members would not support this because staff have already examined such a proposal in detail and it was determined it would only lead to further congestion. In defense of her Motion, the councillor explained that those turn lanes were implemented approximately 10 years ago and since then traffic volumes in the downtown have been reduced, it would be reasonable to look at the possibility of a reduced lane capacity. She recognized the double left-turn lanes could not be eliminated without determining the affects and hoped those answers would be forthcoming before Council approve the double left-turn.

The Acting Chair questioned whether the Motion would cause staff to examine the option and present the impacts surrounding the intersection where the lanes would be reduced. B. Townsend advised it would involve a traffic impact study which would normally be beyond the scope of this proposal. Councillor Holmes suggested an amendment to her Motion to include the words “with an impact analysis”.

Extract of Minute  
Transportation Committee  
7 October 1998

Moved by D. Holmes

**That an option with single left-turn lanes at Laurier and Albert be presented to the Transportation Committee at the public hearing, with an impact analysis.**

LOST

YEAS: W. Byrne, L. Davis, D. Holmes, J. Legendre...4  
NAYS: M. Bellemare, R. Cantin, H. Kreling, M. McGoldrick-Larsen,  
M. Meilleur...5

Councillor Holmes further proposed that a second option be presented for the medians by providing shrubs and formal parketts similar to University Avenue in Toronto. Councillor Cantin was not in favour of exposing pedestrians to a median of a style they are unaccustomed to and also preferred to use something more permanent such as a raised flower boxes rather than planting shrubs in the median itself. Councillor Holmes agreed with the deletion of her reference to “parketts”.

Moved by D. Holmes

**That a second option be presented for the medians by providing shrubs and raised plantings similar to University Avenue in Toronto.**

CARRIED

Moved by D. Holmes

**That medians continue to be provided through the pedestrian walkways as pedestrian refuges.**

CARRIED

Extract of Minute  
Transportation Committee  
7 October 1998

Moved by D. Holmes

**That the use of the curb lane be considered for the bus drop-off/pick-up/taxi area on Elgin Street in front of the Lord Elgin Hotel.**

CARRIED

YEAS: W. Byrne, L. Davis, D. Holmes, J. Legendre, M. McGoldrick-Larsen,  
M. Meilleur....6

NAYS: M. Bellemare, R. Cantin, H. Kreling....3

**That Transportation Committee recommend Council:**

- 1. Approve the scope of works contained in this project report;**
- 2. Approve the preliminary design for the project, as detailed in the presentation drawings;**
- 3. Authorize the Environment and Transportation Department to proceed with the relocation of utilities to be determined in the detailed design stage;**
- 4. Authorize the initiation of the public hearing process as required by Sections 297 and 300 of the *Ontario Municipal Act*.**

CARRIED as amended