

REGION OF OTTAWA CARLETON  
 RÉGION D'OTTAWA CARLETON

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REPORT  
 RAPPORT

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Our File/N/Réf.           **50 20-98-0081; 20-98-0082**  
 Your File/V/Réf.

DATE                        2 November 1998

TO/DEST.                 Co-ordinator Transportation Committee

FROM/EXP.                Director Mobility Services and Corporate Fleet Services  
 Environment and Transportation Department

SUBJECT/OBJET           **WOODROFFE AVENUE AND MAIN STREET TRAFFIC  
 STUDY TERMS OF REFERENCE**

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### **DEPARTMENTAL RECOMMENDATIONS**

**That Transportation Committee recommend Council approve:**

1.    a)    **the attached Terms of Reference to undertake a transportation study for the Woodroffe Avenue corridor;**
- b)    **proceeding with the request for consultants' Letters of Interest to undertake the study, provided funding up to \$60,000 is made available in the 1999 Capital Budget;**
2.    a)    **the attached Terms of Reference to undertake a transportation study for Main Street, and;**
- b)    **proceeding with the request for consultants' Letters of Interest to undertake the study, provided funding up to \$60,000 is made available in the 1999 Capital Budget.**

### **BACKGROUND**

At its 10 June 1998 meeting, Council approved the following:

1. that Terms of Reference be defined for Woodroffe, Glebe-Ottawa East-Ottawa-South, and Murray Street traffic calming studies, by a Steering Committee composed of community members, Regional and City Councillors, with a Regional staff employee assigned to support the role of the committee; and

2. that the defined Terms of Reference be brought to Transportation Committee for approval.

In response to that request, this report presents the Terms of Reference (attached) for the Woodroffe Avenue corridor and Main Street.

### DISCUSSION

The Transportation Master Plan commits Council to consider traffic calming measures as possible solutions to problems stemming from excessive automobile speeds or poor driver behaviour. The two studies proposed will examine transportation issues in the Woodroffe and Main Street corridors, including possible traffic calming solutions. Approval of this report will enable staff to proceed with engaging consultant(s) for the studies. Issues addressed will include increasing traffic volume and associated concerns such as pedestrian and cycling safety, travel speed, noise, and general quality of life.

### CONSULTATION

As directed by Transportation Committee, the Terms of Reference were developed jointly by the Region, the City of Ottawa, and an advisory committee of community members.

### FINANCIAL IMPLICATIONS

Both the Woodroffe Avenue and Main Street studies will require a consultant budget of not more than \$60,000 each, in addition to an estimate of \$30,000 each for staff time. Implementation of recommendations would be an additional cost.

*Approved by  
Doug Brousseau*

Attach. ( 2 )

WOODROFFE AVENUE TRANSPORTATION STUDY

TERMS OF REFERENCE

**1.0 Introduction**

This document provides a terms of reference for a transportation and streetscaping study to be completed for Woodroffe Avenue between the Ottawa River Parkway and the Queensway.

**2.0 Study Purpose**

The purpose of this study is to assess the flow of all travel modes within the Woodroffe Avenue corridor and the signalized intersections on Carling Avenue between Edgeworth Avenue and Iroquois Avenue, and on Richmond Road between New Orchard Avenue and Cleary Avenue, with the goal of developing a traffic and streetscaping plan to meet the following objectives:

- improve pedestrian accessibility, safety and mobility in a friendlier pedestrian environment;
- improve the environment for on-road cycling; and
- provide a safe and efficient arterial roadway reflecting appropriate speed limits.

In meeting these objectives it is imperative that two conditions be supported: i) that diverted traffic to lower order roadways not be an option; and ii) that policies as set out in both the Region's and the City's Official Plans be recognized and adhered to.

**3.0 Background**

Woodroffe Avenue and the Regional sections of Fairlawn and Lenester Avenues are primarily residential streets in the west of Ottawa which also support institutional uses as well as some commercial access. As an arterial route, it is the major connection between the Queensway and the Ottawa River Parkway, and provides access to Carlingwood Shopping Centre.

Increasing traffic volumes and speed have been a continuing concern for residents of the Woodroffe Avenue corridor, including vibrations caused by vehicular traffic and the impact on pedestrians and cyclist travelling along or across Woodroffe Avenue and the area's signalized intersections on Carling Avenue and Richmond Road.

Local traffic concerns in the area have recently been identified and addressed where possible by the City of Ottawa's Carlingwood and Woodpark Community neighborhood traffic review studies. However, as traffic concerns spill over to the Regional road network, some issues remain in need of further attention.

#### **4.0 Study Area**

The primary study area is Woodroffe Avenue in its entirety between the Ottawa River Parkway and the Queensway which includes the Regional sections of Fairlawn and Lenester Avenues. In addition, the adjacent signalized intersections on Carling Avenue between Edgeworth Avenue and Iroquois Avenue and on Richmond Road between New Orchard Avenue Avenue and Cleary Avenue are also considered as part of the study area.

Traffic impact assessment may also be extended to residential streets outside the study area which may, although not desired, be impacted by study recommendations.

#### **5.0 Terms of Reference Definitions**

Throughout the report a number of terms and wording are used repetitively. The following definitions are provide to clarify the terms of reference as they are written.

*Traffic:* refers to all modes of travel, in particular pedestrian, bicycle and motor vehicle flow.

*Advisory Committee:* in this study the advisory committee consists of technical staff from the participating municipal agencies, elected officials from the same agencies, as well as people who represent the larger interest of the local community. They provide a link between the study consultant and the community as a whole, act as a sounding board to the consultant prior to full public consultation and give directional advice. Typical members, in addition to municipal representatives, would include representatives from local neighbourhood associations, public institutions and business interest communities (BICs). (See Items 7.0 and 8.0 for further details as they relate to this study.)

*Public Involvement Centre (PIC):* is the public open house forum which facilitates community consultation through the presentation of study information and collection of resulting feedback.

#### **6.0 Study Tasks**

The study will be conducted in five tasks as follows:

- 6.1 compilation and review of background data and materials, and issue identification;
- 6.2 data analysis and confirmation of community issues;

- 6.3 development and public consultation on alternative solutions;
- 6.4 selection and refinement of a recommended solution; and
- 6.5 documentation and approvals.

Further details of each of these phases follow.

### **6.1 Compilation and Review of Background Data and Materials, and Issue Identification**

The consultant will compile and document the available materials to provide background for the study and, in doing so, identify the community issues. Tasks in this regard include:

- attend the initial meeting of the Advisory Committee;
- contact with the community (Public Involvement Centre (PIC)#1) to identify and confirm problems and issues recognized by the community, and any materials available from this source;
- contact all technical agencies to identify background materials;
- review of files and meeting notes provided by the Region;
- review of previous traffic studies conducted in the study area;
- review of traffic routes, patterns and movements through count and survey data collected in 1998 and before;
- review of the current transportation facilities and their functions, including both the Region's and the City's cycling networks;
- review of adjacent land use, current and future, as it relates to traffic impact;
- review of other data, for example, collision records, speed surveys, base mapping, etc.;
- identification of data deficiencies and collection of current relevant data where necessary and feasible;
- review work programs of all agencies to identify future works; and
- document work undertaken in this study task in a summary report for presentation to the Advisory Committee.

### **6.2 Data Analysis and Confirmation of Community Issues**

Having undertaken initial contact with the community in Study Task 1, the issues to be addressed in the study have been identified. The consultant will confirm and elaborate on this initial issue listing as follows:

- analyze data collected to include -
  - the actual level of traffic on various sections of Woodroffe Avenue and the Carling Avenue intersections,
  - historical review of traffic growth on Woodroffe Avenue and the Carling Avenue intersections,
  - summary of collision rates (per year, per million vehicle-km for sections and per million entering vehicles for intersections),
  - 85th percentile and average speeds on various sections;
  - application of the Basic Walking Security Index and the Quality of Intersection Condition Index to each signalized intersection to determine their relative “pedestrian-friendliness”,
- conduct focus groups with representatives of various sections of Woodroffe Avenue;
- contact the City and Regional Councillor for comments;
- contact all emergency services (police, fire and ambulance) for comments;
- contact the City of Ottawa Enforcement Services for parking comments; and
- contact all other key agencies for comment.

The consultant will then:

- document resultant issues and concerns to be resolved;
- confirm study area;
- present summary of issues to the Advisory Committee;
- prepare a draft Background Report;
- provide a draft report to the Region for circulation; and
- refine and finalize Background Report, as required.

### 6.3 Development and Public Consultation on Alternative Solutions

Based upon the background materials developed, the consultant will identify a range of alternative means of resolving each of the issues and concerns identified. These alternatives will be developed with the involvement of area residents and other stakeholders, and will reflect applicable technical guidelines, as well as municipal policies. Alternatives may have a long or short term focus and include traffic operation measures (signs, signals, pavement markings), landscaping, streetscaping, urban design, roadway/sidewalk design, as well as traffic management measures such as traffic calming, if required. It should be clear that proposed alternatives that divert vehicular traffic to the lower order roadways will not be acceptable.

The alternatives will be documented and fully disclosed to all study participants. Such documentation will include:

- a description of the alternatives;
- a summary of the traffic impacts and transportation implications of each alternative;
- an assessment of other collateral implications; and
- an assessment of the cost and timing implications of implementation.

**Note:** the consultant must ensure the feasibility of the measures proposed prior to recommendations.

The consultant will then:

- present alternatives to the Advisory Committee;
- present alternatives to the Regional and City Councillors; and
- present background materials and summary of alternatives at public involvement centre (PIC#2).

### 6.4 Selection and Refinement of a Recommended Solution

Based upon analyses of the identified alternatives and the commentary received from study participants, the consultant will prepare a recommended solution (a program which may consist of a number of specific and/or related sub solutions). Key tasks in this regard include:

- review the public commentary received at PIC #2;

- identify alternatives suitable for refinement;
- prepare refinements as required;
- document proposed solution including functional and urban/landscape designs, if appropriate;
- assess implications of proposed solutions;
- identify relationship between solution and identified issues;
- summarize implementation action plans and responsibilities; and
- develop a follow-up assessment program.

The results of this material will then be summarized and presented:

- present recommendations to City and Regional Councillor for comments;
- present recommendations to the Advisory Committee;
- present recommendations at the public involvement centre (PIC#3);
- document comments received; and
- refine solution and identify final cost, as required.

### **6.5 Documentation and Approvals.**

The consultant will document all study results and provide to the Region for circulation. The consultant will assist as required in the approval process. Tasks anticipated include:

- fully document all project materials; and
- prepare a draft final report and provide to the Region for circulation.

Based on comments received by the Region and forwarded to the consultant, the consultant will:

- amend draft report as required;
- present final report to the Advisory Committee for comment;
- convey all study materials to the Region;



- convey final report to the Region; attend and present final report to Transportation Committee; and
- attend study closure meeting.

## **7.0 Study Organization and Administration**

The study will be directed by an Advisory Committee comprised of representatives of the community, the Regional and City Councillors, and staff of the Region and the City. This committee will be chaired by a representative of the Mobility Services Division.

The study will be under the management control of a Project Manager from the Regional Environment and Transportation Department, Mobility Services Division. The representative will be responsible for monitoring study activities and ensuring that the consultant's work meets study scope, schedule and budget. The Project Manager will meet with the Consultant on a bi-weekly basis for the purpose of consultation and study administrative control.

## **8.0 Public Consultation and Communications**

The study process will provide for active and ongoing involvement of the community through the study Advisory Committee. This committee is anticipated to meet on five occasions throughout the study.

During the study, it is anticipated that several focus group meetings, walkabouts or workshops will be required to solicit community input. Such group interaction will assist in the characterization of community concerns and issues, develop alternatives for review, and provide comments on the proposed solutions.

Three formal public involvement centres will be held during the study at a location within the study area. The leasing of the centres will be arranged and paid for by the Region with all presentation materials, hand outs, and documentation to be prepared by the consultant. The consultant will ensure that bilingual representation is available at these centres.

The consultant will be available for up to four briefings of agency staff or elected representatives during the study.

The consultant will be available to present study findings to the Transportation Committee.

## **9.0 Schedule**

The study should be completed within eight months of its start date. A detailed schedule will be developed by the retained consultant in consultation with the Advisory Committee.

## **10.0 Budget**

The upset budget for all study components described in this document has been set at \$60,000.

## **11.0 Deliverables**

The deliverables associated with this study include the following.

In addition to the individual task summary reports:

- 10 copies of a draft background report;
- 25 copies of the Background Report, a camera ready original and a text file;
- 10 copies of a draft Final report;
- 25 copies of the Final report, a camera ready original and a text file;
- presentation materials for three public meetings; and
- documentation of all study communications with the public and external agencies.

All final textual documentation for the study will be provided in English with a bilingual Executive Summary. All graphic presentation materials will be bilingual.

The consultant will be required to attend and participate in the following meetings:

- three public involvement centres;
- up to four focus group meetings with community representatives;
- up to four briefings of agency staff or elected officials;
- five meetings of the study Advisory Committee; and
- one meeting of the Transportation Committee.

## **12.0 Materials to be Provided by the Region and the City**

The Region and the City have already completed activities leading to this study, the results of which will be made available to the consultant. Such materials include the following:

- summarized traffic data and surveys collected during 1998 and before;
- transportation network information including cycling networks;
- a summary of issues based upon community contact to date;
- correspondence from area residents; and
- notes detailing community consultation to date.

There are also a number of background documents prepared by the City and other agencies which will be made available, including:

- Carlingwood and Woodpark Neighbourhood Traffic Reviews;
- Carlingwood Mall transportation and planning studies;
- Lenester Avenue Traffic Calming report; and
- Woodpark Traffic Study.

## **13.0 Ownership**

All materials prepared in the context of this study remain the property of the Region and are to be submitted with the final study report. The materials are to be organized and documented to facilitate their future use by Regional staff and others.

Such materials include all data collected during the course of the study, as well as all communication materials produced for presentation of the study results. Materials used in the conduct of the analyses required for this study, including any software developed, will include an explanation of the analytic approach, key assumptions and results.

MAIN STREET TRANSPORTATION AND STREETSCAPING STUDY

TERMS OF REFERENCE

**Introduction**

This document provides a terms of reference for a transportation and streetscaping study to be completed for Main Street between Colonel By Drive and the Rideau River.

**Study Purpose**

The purpose of this study is to assess the flow of traffic and pedestrians on Main Street and to develop a transportation and streetscaping plan to meet the following objectives:

1. reduce the speed of traffic through traffic calming and streetscaping treatments;
2. improve pedestrian accessibility, safety and mobility through reduction of conflicts with motor vehicle flow;
3. improve pedestrian environment by improving appearance of street, reducing traffic speed, and reducing pedestrian proximity to traffic; and
4. improve the environment for on-road cycling.

Diversion of traffic to other roadways, particularly local roadways, is not an option.

**Background**

Main Street is a mixed residential-institutional street, with commercial components in the Ottawa East community. As the arterial route connected with Smyth Road via the Smyth Road Bridge, it is a major connection between the downtown and the southeast area of Ottawa.

Increasing traffic volumes and speed have been a continuing concern for Main Street residents, including the vibrations caused by the traffic and the impact on pedestrians walking along or crossing Main Street.

Local street concerns include volumes on Hawthorne, Concord and Springhurst east of Main Street, and through traffic on Mutchmore between Main and Colonel By Drive.

Reviews of traffic on City streets in the Main Street area were undertaken in 1987, 1990 and 1997, and as a result, turn restrictions were introduced at several locations:

- Springhurst, Rosemere, Concord/Lees east of Main, McNaughton, Bower and Mason.

A peak period left-turn prohibition from southbound Main Street to eastbound Lees Avenue was implemented by the Region of Ottawa-Carleton (the Region) in 1997 to ease traffic congestion at this intersection.

The changes to the intersection of Riverdale and Main Street - the removal of the southbound to westbound ramp - is the major item remaining to be implemented from the Old Ottawa South Traffic Calming Plan.

### **Study Area**

The primary study area is Main Street between Colonel By Drive and the Rideau River.

Traffic impact assessment may be required for residential streets outside this study area which may be impacted by study recommendations.

### **Study Tasks**

The study will be conducted in five tasks as follows:

1. compilation and review of background data and materials;
2. data analysis and confirmation of community issues;
3. development and public consultation on alternative solutions;
4. selection and refinement of a recommended solution; and
5. documentation and approvals.

Further details of each of these phases follow.

#### **1. Compilation and Review of Background Data and Materials**

The consultant will develop and document the available materials to provide background for the study. Tasks in this regard include:

- attend the initial meeting of the Advisory Committee;
- contact with the community (Public Information Centre (PIC)#1) to identify and confirm problems and issues recognized by the community, and any materials available from this source;

- contact all technical agencies to identify background materials;
- contact City of Ottawa staff to ensure local issues are understood and recognized;
- review of files and meeting notes provided by the Region;
- review of traffic count data collected in 1998 and before;
- review of other data, for example, collision records, speed surveys, base mapping, etc.;
- review City of Ottawa Comprehensive Cycling Plan and the Regional Cycling Network Plan standards;
- identify data deficiencies;
- review work programs of all agencies to identify future works; and
- document work undertaken in this study task (including a compilation of existing transportation conditions) in a summary report for presentation to the Advisory Committee.

## **2. Data Analysis and Confirmation of Community Issues**

Having undertaken initial contact with the community in Study Task 1, the issues to be addressed in the study have been identified and/or confirmed. The consultant will confirm and elaborate on this initial issue listing as follows:

- analyze data collected to include -
  - the actual level of traffic on various sections of Main Street,
  - historical review of traffic growth on Main Street,
  - summary of collision rates (per year, per million vehicle-km for sections and per million entering vehicles for intersections),
  - 85th percentile and average speeds on various sections;
- conduct focus groups with representatives of various sections of Main Street;
- contact the City and Regional Councillor for comments;
- contact the Ottawa-Carleton Regional Police Service for comments;
- contact the City of Ottawa Enforcement Services for parking comments; and
- contact all key agencies for comment.

The consultant will then:

- document resultant issues and concerns to be resolved;
- confirm study area;
- present summary of issues to Advisory Committee;
- prepare a draft Background Report;
- provide a draft report to the Region for circulation; and
- refine and finalize Background Report, as required.

### **3. Development and Public Consultation on Alternative Solutions**

Based upon the background materials developed, the consultant will identify a range of alternative means of resolving each of the issues and concerns identified. These alternatives will be developed with the involvement of area residents and other stakeholders, and will reflect applicable technical guidelines, as well as municipal policies. They will include traffic operations (signs, signals, pavement markings), landscaping, streetscaping, urban design, roadway/sidewalk design, as well as traffic calming measures, as required.

The alternatives will be documented and fully disclosed to all study participants. Such documentation will include:

- a description of the alternatives;
- a summary of the traffic impacts and transportation implications of each alternative;
- an assessment of other collateral implications; and
- an assessment of the cost and timing implications of implementation.

**Note:** the consultant must ensure the feasibility of the measures proposed prior to recommendations.

The consultant will then:

- present alternatives to the City and Regional Councillors;
- present alternatives to the Advisory Committee; and
- present background materials and summary of alternatives at public involvement centre (PIC#2).

#### **4. Selection and Refinement of a Recommended Solution**

Based upon analyses of the identified alternatives and the commentary received from study participants, the consultant will prepare a recommended solution. Key tasks in this regard include:

- review the public commentary received at PIC #2;
- identify alternatives suitable for refinement;
- prepare refinements as required;
- document proposed solution including functional and urban/landscape designs, if appropriate;
- assess implications of proposed solutions, including potential impact on adjacent streets including local City streets;
- identify relationship between solution and identified issues;
- summarize implementation action plans and responsibilities;
- recommend short and medium-term traffic operational changes (e.g. turn prohibitions, etc.) that will act to reduce traffic impacts on the community; and
- develop a follow-up assessment program.

The results of this material will then be summarized and presented:

- present recommendations to City and Regional Councillor for comments;
- present recommendations to the Advisory Committee;
- present recommendations at the public involvement centre (PIC#3);
- document comments received; and
- refine solution, as required.



## **5. Documentation and Approvals.**

The consultant will document all study results and provide to the Region for circulation. The consultant will assist as required in the approval process. Tasks anticipated include:

- fully document all project materials; and
- prepare a draft final report and provide to the Region for circulation.

Based on comments received by the Region and forwarded to the consultant, the consultant will:

- amend draft report as required;
- present final report to the Advisory Committee for comment;
- convey all study materials to the Region;
- convey final report to the Region; attend and present final report to Transportation Committee; and
- attend study closure meeting.

### **Study Organization and Administration**

The study will be directed by an Advisory Committee comprised of representatives of the community, the Regional and City Councillors, and staff of the Region and the City. This committee will be chaired by a representative of the Mobility Services Division.

The study will be under the management control of a Project Manager from the Regional Environment and Transportation Department, Mobility Services Division. The representative will be responsible for monitoring study activities and ensuring that the consultant's work meets study scope, schedule and budget. The Project Manager will meet with the Consultant on a bi-weekly basis for the purpose of consultation and study administrative control.

### **Public Consultation and Communications**

The study process will provide for active and ongoing involvement of community representatives through a study Advisory Committee comprised of area representatives, the City and Regional Councillors and technical staff. This committee is anticipated to meet on five occasions during the study.

During the study, it is anticipated that several focus group meetings, walkabouts or workshops will be required to solicit community input. Such group interaction will assist in the characterization of community concerns and issues, develop alternatives for review, and provide comments on the proposed solutions.

Three formal public involvement centres will be held during the study at a location within the study area. The leasing of the centres will be arranged and paid for by the Region with all presentation materials, hand outs, and documentation to be prepared by the consultant. The consultant will ensure that bilingual representation is available at these centres.

The consultant will be available for up to four briefings of agency staff or elected representatives during the study.

The consultant will be available to present study findings to the Transportation Committee.

### **Schedule**

To be determined.

### **Budget**

The upset budget for all study components described in this document has been set at \$60,000.

### **Deliverables**

The deliverables associated with this study include the following:

- 10 copies of a draft background report;
- 25 copies of the Background Report, a camera ready original and a text file;
- 10 copies of a draft Final report;
- 25 copies of the Final report, a camera ready original and a text file;
- presentation materials for three public meetings; and
- documentation of all study communications with the public and external agencies.

All textual documentation for the study will be provided in English with a bilingual Executive Summary. All graphic presentation materials will be bilingual.

The consultant will be required to attend and participate in the following meetings:

- three public involvement centres;
- up to four focus group meetings with community representatives;
- up to two briefings of agency staff or elected officials;
- five meetings of the study Advisory Committee; and
- one meeting of the Transportation Committee.

### **Materials to be Provided by the Region and the City**

The Region and the City have already completed activities leading to this study, the results of which will be made available to the consultant. Such materials include the following:

- traffic data collected during 1998 and before;
- notes/reports from the recent Main/Lees turn prohibition operational studies;
- a summary of issues based upon community contact to date;
- correspondence from area residents; and
- notes detailing community consultation to date.

There are also a number of background documents prepared by the City and other agencies which will be made available, including:

- Old Ottawa South Traffic Calming Plan (1996) and Staff Report (1996); and
- notes/reports and correspondence from Community Association -

1970's Neighborhood Planning Studies related to Ottawa East and Ottawa South (Ottawa East Existing Conditions 1977, Ottawa East Draft Development Plan 1980, Ottawa East Development Plan 1980). The foregoing included specific proposals for roadway modifications/implementation of traffic management measures in addition to land use related proposals; and

Ottawa South Existing Conditions 1977 and Ottawa South Development Plan 1980. (Though Main Street is located in Ottawa East, the proximity of Ottawa South and the connection of Riverdale through Ottawa South to Main Street makes the Ottawa South studies relevant to establish context for the Ottawa East studies. The Ottawa South Plan is very similar to the Ottawa East Plan. Also, both plans have had their Key Principals incorporated into the City's Official Plan and therefore should be

looked at. The Key Principals for both Ottawa East and Ottawa South include statements/principals related to transportation).

### **Ownership**

All materials prepared in the context of this study remain the property of the Region and are to be submitted with the final study report. The materials are to be organized and documented to facilitate their future use by Regional staff and others.

Such materials include all data collected during the course of the study, as well as all communication materials produced for presentation of the study results. Materials used in the conduct of the analyses required for this study, including any software developed, will include an explanation of the analytic approach, key assumptions and results.