

Report to/Rapport au :**Transportation Committee
Comité des transports****and Council / et au Conseil****May 29, 2012
29 mai 2012****Submitted by/Soumis par : Nancy Schepers, Deputy City Manager/Directrice
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CITY WIDE / À L'ÉCHELLE DE LA VILLE

Ref N°: ACS2012-PAI-PGM-0139

**SUBJECT: STATEMENT OF WORK TO REVIEW AND UPDATE THE
TRANSPORTATION MASTER PLAN, OTTAWA PEDESTRIAN PLAN
AND OTTAWA CYCLING PLAN**

**OBJET : ÉNONCÉ DES TRAVAUX – EXAMEN ET MISE À JOUR DU PLAN
DIRECTEUR DES TRANSPORTS, DU PLAN DE LA CIRCULATION
PIÉTONNIÈRE D'OTTAWA ET DU PLAN SUR LE CYCLISME
D'OTTAWA**

REPORT RECOMMENDATION

That Transportation Committee recommend that Council approve the strategic approach, scope and timing for the review and update of the Transportation Master Plan, Ottawa Pedestrian Plan and Ottawa Cycling Plan.

RECOMMANDATION DU RAPPORT

Que le Comité des transports recommande au Conseil d'approuver la démarche stratégique, la portée et le calendrier de l'examen et de la mise à jour du Plan directeur des transports, du Plan de la circulation piétonnière d'Ottawa et du Plan sur le cyclisme d'Ottawa.

EXECUTIVE SUMMARY

Assumption and Analysis

Planning staff are initiating a review of the City of Ottawa Transportation Master Plan (2008), Ottawa Cycling Plan (2008) and Ottawa Pedestrian Plan (2009) for Council approval in 2013. The purpose of this report is to give information on the approach, scope and timing for this work.

The Transportation Master Plan (TMP), Ottawa Pedestrian Plan (OPP) and Ottawa Cycling Plan (OCP) all support the City's Official Plan (OP) which will be reviewed and updated concurrently for Council approval in late 2013.

The planning horizon for the TMP, OPP and OCP will coincide with that of the OP.

Financial Implications

Existing funds are available in capital account 906431 to update the TMP, OPP and OCP. The planning exercise will consider the capital investment priorities, funding and debt requirements in addition to incremental operating pressures to future years' budgets to better inform the Committee and Council of the financial implications. Past work related to the Transit Long Range Financial Plan and affordability model in addition to Capital Investment forecasts related to Transportation will inform the financial analysis.

Public Consultation/Input

There has not been public consultation on this report as the purpose of this report is to initiate a dialogue with the Advisory Committees, stakeholders and the public to begin in the fall of 2012.

RÉSUMÉ

Hypothèse et analyse

Le personnel des Services de l'urbanisme entreprend un examen du Plan directeur des transports de la Ville d'Ottawa (2008), du Plan sur le cyclisme d'Ottawa (2008) et du Plan de la circulation piétonnière d'Ottawa (2009), en vue de leur approbation par le Conseil en 2013. Le présent rapport vise à fournir des renseignements sur la démarche adoptée ainsi que sur la portée et le calendrier des travaux.

Le Plan directeur des transports, le Plan sur la circulation piétonnière d'Ottawa et le Plan sur le cyclisme d'Ottawa soutiennent tous le Plan officiel de la Ville, qui fera simultanément l'objet d'un examen et d'une mise à jour, en vue d'une approbation par le Conseil à la fin de 2013.

L'horizon de planification pour le Plan directeur des transports (PDT), le Plan de la circulation piétonnière d'Ottawa et le Plan sur le cyclisme d'Ottawa coïncidera avec celui du Plan officiel.

Répercussions financières

Le compte de capital 906431 renferme les crédits nécessaires pour la mise à jour du Plan directeur des transports, du Plan de la circulation piétonnière et du Plan sur le cyclisme. L'examen du Plan directeur des transports tiendra compte des immobilisations prioritaires, des exigences liées au financement et à la dette et des pressions à la hausse sur le budget de fonctionnement des années futures, de façon qu'il soit possible de mieux informer le Comité et le Conseil des répercussions financières du Plan. L'analyse financière s'appuiera notamment sur les travaux réalisés relativement au Plan financier à long terme pour le transport en commun et sur le modèle d'abordabilité, en plus des prévisions d'immobilisations pour les transports.

Consultation publique

Le présent rapport n'a pas fait l'objet d'une consultation publique, mais il a pour objectif de susciter un dialogue avec les comités consultatifs, les intervenants et la population à compter de l'automne 2012.

BACKGROUND

The TMP identifies the transportation facilities and services that the City of Ottawa requires to serve the projected population identified through the Official Plan. It supports the growth management strategies of the City's Official Plan and gives direction to the City's day-to-day transportation programs, including budget and long range financial planning.

The OPP is a long-term strategy to develop, strengthen and support a pedestrian culture throughout the City of Ottawa. It identifies and recommends changes in infrastructure, policies and programs that are consistent with the Official Plan and TMP with the goal to encourage more people to walk more often.

The OCP is another long-term companion document that includes an implementation plan for cycling network infrastructure, program initiatives and associated costs.

Together, these documents all support the City's Official Plan which will be reviewed and updated concurrently for Council approval in late 2013. The review of the OP includes population projections and the identification of land needs. A significant change in these projections directly impacts transportation and infrastructure needs. For this reason it has always been the City's policy to update the TMP and associated documents concurrently with the OP.

The review process will account for new population and employment projections as well as new information from completed studies such as the 2011 Origin-Destination Survey, Community Design Plans (CDP), the three Framing our Future sustainability plans

([ACS2012-ICS-CSS-0005](#)), the Downtown Moves Study, transportation-related environmental assessments and capital works that have been implemented since the last updates.

The updates will also address several Council resolutions and directions that have occurred since the last updates. These include the following:

- Implement the Cycle Friendly City Motion ([ACS2010-CCS-TRC-0027](#));
- Determine the cost of travel for all modes of transportation and their differential impacts on the tax rate ([ACS2011-CCS-TRC-0005](#));
- Consider transportation solutions such as an Albion Road By-Pass to accommodate projected future traffic associated with the Canada Central Exhibition ([ACS2010-CMR-REP-0031](#));
- Assess road infrastructure needs in the south urban area given the Ottawa Trade Show Centre, the Rideau Carleton Raceway and Slots operations and urban and rural growth ([MOTION NO. 9/10](#));
- Assess the feasibility and priority of a rapid transit rail solution to Orleans at the earliest opportunity ([MOTION NO. 16/7](#));
- Develop a rapid transit strategy between Barrhaven and Bayview via Riverside South, including a potential extension of the existing O-Train ([ACS2012-ICS-TRA-0003](#)).

In addition, as part of the implementation plan for the rapid transit network, the TMP update will prioritize the major transit projects across the city to support growth, ridership demand and the affordability model. A similar exercise to address road infrastructure needs will also be undertaken.

DISCUSSION

Strategic Approach

The fundamental principles and strategic directions of the TMP, OPP and OCP will be included in the review. They are:

TMP:

- *Create supportive land uses* that minimize the need for travel;
- *Manage transportation demand* to make alternatives to driving more attractive;
- *Manage the transportation system* to maximize the efficiency and people-moving capacity of the existing system;

OPP:

- Increase the pedestrian modal share across the City;
- Assist in guiding future city development in such a way that encourages the creation of a high quality pedestrian environment;
- Develop and strengthen the “culture of walking” in Ottawa;
- Develop an integrated

OCP:

- Build upon existing cycling initiatives by linking, connecting and expanding existing cycling facilities to establish a complete, integrated and readily accessible city-wide network serving both urban and rural Ottawa;
- Make cycling safer for cyclists of all skill and age levels by providing

- *Enhance the safety and security* of travel;
 - *Protect the environment* to minimize the environmental effects of transportation infrastructure;
 - *Manage and maintain assets* to minimize the life-cycle costs of transportation infrastructure;
 - *Fund implementation* from a balance of revenues sources such as development charges, user fees, senior government grants, and property taxes; prudent issuance of debt and/or engaging in public –private partnerships
 - *Measure performance* using transportation indicators to track relevant conditions, actions and impacts.
- network of pedestrian facilities that includes sidewalks, pathways and pedestrian friendly spaces throughout the city, providing connections to important destinations and transit facilities;
- Develop policies, tools, processes and practices necessary to plan, implement and care for the pedestrian system;
 - Develop new, and strengthen existing programs to encourage more people to walk more often and make walking a mode of choice;
 - Define implementation priorities for the pedestrian network and supporting programs;
- designated on and off-road cycling facilities, while promoting cycling as an active, healthy lifestyle and also educating cyclists and motorists on safe operating practices;
- Triple the number of person-trips made by bicycle in the City within the planning horizon of the City's Official Plan and Transportation Master Plan.

Scope of Work

The following provides an overview of the proposed scope of work for the TMP, OPP and OCP updates:

Transportation Master Plan Proposed Scope of Work

- Develop new travel demand forecasts that reflect the land use patterns, population and employment projections required to support the Official Plan update and results of the 2011 Origin-Destination Survey. Demand forecasts will be undertaken for the planning horizon established through the OP process;
- Review and update the overall strategic direction and associated policies as required, including targets for transit, walking and cycling. The review will take into account current trends, network constraints and the City's sustainability objectives;
- Review rapid transit infrastructure and service requirements including transit intensive and transit priority corridors and fleet requirements. This work will include a strategy for the development of the rapid transit corridor from Bayview

to Riverside South to Barrhaven, including a potential extension of the O-Train further south, as directed by Council in February 2012 ([ACS2012-ICS-TRA-0003](#)). It will also include an assessment of the feasibility and relative priority for a rapid transit rail solution to Orleans at the earliest opportunity, as directed by Council in July 2011 ([MOTION NO. 16/7](#)). Similarly, an assessment and prioritization of rapid transit needs will be undertaken for Kanata and Barrhaven;

- Review road infrastructure requirements including new and widened freeways, arterials and collector roads to accommodate increases in travel demand and provide access to new developments. Road requirements will include provisions for on-road facilities for walking and cycling;
- Incorporate the Transportation Demand Management (TDM) Strategy and the Transportation System Management (TSM) Strategy that were approved by Council in May 2012 as key policy frameworks for the TMP;
- Review and revise pedestrian policies, including major pedestrian infrastructure projects in accordance with the OPP update process;
- Update cycling policies and network maps, including key cycling priorities and infrastructure in keeping with the OCP update process;
- Develop priority rankings for all required infrastructure projects to indicate relative timelines and schedules for implementation;
- Address the affordability of the TMP through reviewing the required priority infrastructure needs to develop a phasing approach that respects the City's ability to fund transportation projects. This process will identify the funding gap between "what is required" and "what is affordable" and provide direction in setting priorities for implementation based on funding availability. This work will include a review of the capital and operating costs of various transportation modes and their impacts on the tax rate for the provision of these services, as directed by Council in February 2011 ([ACS2011-CCS-TRC-0005](#));
- Revise network maps, costing and project phasing to reflect changes as a result of environmental assessments, community design plans and other studies that have been completed since the last TMP update.

Ottawa Pedestrian Plan Proposed Scope of Work

- Review and update the overall strategic direction and associated policies to meet the needs of pedestrians to support and promote a walking culture in Ottawa;
- Review and refine the base pedestrian network maps and costing to reflect changes in the status of projects as a result of development, environmental assessments, community design plans and other studies such as the Transportation Demand Management Strategy that have been completed since the OPP was developed;
- Prioritize key pedestrian infrastructure projects for new sidewalks, pathways and major crossings necessary to achieve and accommodate targeted increases in pedestrian travel;
- Refine the Pedestrian Improvement Process to further support the assessment of pedestrian needs at the community level, necessary to support walking as an attractive and primary travel mode connecting communities to transit, schools, public/recreational facilities and other key pedestrian generators;

- Develop an appropriate Ottawa pedestrian level of service standard for benchmarking the capacity and the level of comfort of pedestrian spaces;
- Develop comprehensive pedestrian design guidelines, taking into consideration current City of Ottawa design and planning guidelines and industry best practices and provincial legislation, to provide guidance to assess, promote and achieve the community vision of the City of Ottawa;
- Address the affordability of implementing the OPP and provide direction in setting priorities for implementation based on funding availability.

Ottawa Cycling Plan Review Proposed Scope of Work

- Review and update the overall strategic direction and associated policies to meet the needs of all cyclists to support and promote a cycling culture in Ottawa;
- Identify cycling modal share targets for inside the Greenbelt as well as for the city as a whole, including forecasted yearly trip volumes and seasonal fluctuations;
- Address the Council Motion to develop a cycle friendly city, which includes segregated bicycle lanes and new cycling mode share targets ([ACS2010-CCS-TRC-0027](#));
- Update the cycling network plan to reflect changes as a result of development, environmental assessments, community design plans and other works that have been completed since the OCP was developed;
- Update cycling facility design guidelines to accommodate for new facility types such as segregated bikeways and neighbourhood greenways as well as ensuring compliance with provincially legislated requirements;
- Highlight cycling safety programs and targets based on infrastructure modifications, outreach and educational programs;
- Develop, in conjunction with Transit Services, effective multi-modal trip options that include bike-to-transit and rack-and-roll programs;
- Prioritize and cost the overall cycling plan to achieve targeted increases in cycling travel based on funding availability.

Key Issues Affecting Scope and Outcomes

The following provides an overview of the key issues affecting the scope of the updates and outcomes.

Planning Horizon, Growth Forecasts and Urban Land Needs

The TMP planning horizon will be consistent with the OP planning horizon. Changes to growth forecasts and land use patterns will affect the update of the TMP.

Modal Share Targets

Modal share is the percentage of person-trips made by one travel mode, relative to the total number of person-trips made by all modes.

The current TMP sets ambitious modal share targets for transit use to increase from 21 per cent (2005) to 26.4 per cent (2031) with a corresponding decrease in a private automobile use from 68 per cent (2005) to 61.6 per cent (2031). The current walking modal share target is 9.1 per cent (2031) while the current cycling modal share target is 2.9 per cent (2031).

In August 2010, Council approved an ambitious *Cycle Friendly City Motion* to significantly increase the modal share target for cycling to 8 per cent within the Greenbelt and 5 per cent for the city as a whole, to be achieved by 2021 ([ACS2010-CCS-TRC-0027](#));

Achieving these new targets will form part of the upcoming review and will require adjustments to the modal share targets for other modes.

Intensification, Community Design Plans and Transit-Oriented Development

The Provincial Policy Statement (PPS) requires the City's Official Plan to set intensification and density targets for areas identified for growth. Many of these areas are planned along the City's existing and future rapid transit corridors and in town centres within the urban area. These areas require a more coordinated transportation and land use approach in order to maximize their development potential and to achieve their growth targets which will impact the scope of the review process. This process is also noted in the "Revised Planning and Growth Management Department Term of Council Workplan" with transit-oriented development plans to be done for select LRT stations.

To address this issue the TMP, OPP and OCP review will be coordinated with the OP review to ensure that travel forecasts, desire lines and transportation impacts reflect the population and employment growth projections that are used for the OP. Together, all of the plans will inform and guide each other.

Right-of-Way Trade-offs

The TMP, OPP and OCP all include extensive citywide future infrastructure maps and plans. In some instances, plans and designs require the evaluation of trade-offs when competing interests are at stake, particularly in constrained environments where space is limited. In keeping with the guiding principles of the TMP, OPP and OCP, priority for non-automobile modes may take precedence in transit intensive corridors, designated cycling routes, and pedestrian-focused neighbourhoods like the Byward Market and other locations.

Phasing of Infrastructure and Affordability

The TMP, OPP and OCP all contain extensive citywide infrastructure plans that include the prioritizing and phasing of projects. Where possible the review will identify interim solutions to provide progress towards the desired end-state results.

The phasing of the infrastructure will first involve the development of a priority ranking for all projects based on needs. This transportation priority list will then be subject to an affordability analysis to identify the funding gap between “what is required” and “what is affordable”.

The City’s Long Range Financial Plan (10 years), the City Treasurer’s report on Transit Affordability ([ACS2011-CMR-FIN-0039](#)), and the Development Charges By-Law all affect the TMP’s implementation plan. Based on affordability, projects that cannot be implemented until well into the future will be reviewed for potential interim solutions wherever possible to maximize benefits to the travelling public.

Key Milestones / Timelines

	Milestones	Date
1.	Statement of Work to Transportation Committee and Council	June - July 2012
2.	Public Consultations to update TMP, OCP, OPP <ul style="list-style-type: none"> • Kick-off to discuss existing conditions, vision, guiding principles and policies 	Fall 2012
3.	Public Consultations to update TMP, OPP, OCP <ul style="list-style-type: none"> • Preliminary infrastructure needs assessment 	Winter 2013
4.	Public Consultations to update TMP, OPP, OCP <ul style="list-style-type: none"> • Final draft of policies and infrastructure needs including project prioritization and costs 	Late Spring / Summer 2013
5.	TMP, OPP, OCP tabled with Transportation Committee	October 2013
6.	TMP, OPP, OCP considered by Transportation Committee	November 2013
7.	TMP, OPP, OCP to Council for approval	

RURAL IMPLICATIONS

The updates to the TMP, OPP and the OCP are city-wide and have implications for rural residents and businesses. Examples include: pedestrian links within rural villages, multi-use pathways in the rural area, provision of Park and Ride lots on the edge of the urban area and road projects such as the widening of Ottawa Road 174 or Bank Street south of the Greenbelt.

CONSULTATION

There has not been public consultation on this report as the purpose of this report is to initiate a dialogue with the Advisory Committees, stakeholders and the public to begin in the fall of 2012.

COMMENTS BY THE WARD COUNCILLORS

Not applicable – this is a City-wide report.

LEGAL IMPLICATIONS

There are no legal impediments to implementing the recommendation in this report.

RISK MANAGEMENT IMPLICATIONS

There are no risks associated with this report.

FINANCIAL IMPLICATIONS

Existing funds are available in capital account 906431 to update the TMP, OPP and OCP. The planning exercise will consider the capital investment priorities, funding and debt requirements in addition to incremental operating pressures to future years' budgets to better inform the Committee and Council of the financial implications. Past work related to the Transit Long Range Financial Plan and affordability model in addition to Capital Investment forecasts related to Transportation will inform the financial analysis.

ACCESSIBILITY IMPACTS

Planning and construction projects that will flow from projects planned under the TMP, OPP and OCP will meet accessibility requirements.

TECHNOLOGY IMPLICATIONS

There are no technology implications associated with this report.

TERM OF COUNCIL PRIORITIES

These Plan updates are supportive of the following Term of Council Priorities:

- TM1 - Ensure sustainable transit services
- TM2 - Maximize density in and around transit stations
- TM3 - Provide infrastructure to support mobility choices
- TM4 - Promote alternative mobility choice
- GP3 - Make sustainable choices
- FS2 - Maintain and enhance the City's financial position

DISPOSITION

Upon approval by Council, the Planning and Growth Management Department will initiate the review of the TMP, OPP and OCP as outlined in this report.