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TO: Mayor and Members of Council

DESTINATAIRE: Maire et membres du Conseil

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**SUBJECT: WEST TRANSITWAY DETOUR PEDESTRIAN AND CYCLIST SAFETY REVIEW**

**OBJET : EXAMEN DE LA SÉCURITÉ DES PIÉTONS ET DES CYCLISTES SUR LA DÉVIATION DU  
TRANSITWAY OUEST**

The purpose of this memorandum is to provide Mayor and Members of Council two technical documents relating to the safety, comfort and level of service of pedestrian and cyclists along the Scott and Albert Street corridor during the detour of the West Transitway required for the construction of the Confederation Line project.

As you are aware, the construction of the Confederation Line includes the construction of new stations and track work along the existing Transitway alignment between Tunney's Pasture and the west tunnel portal east of Lebreton (Pimisi) Station. In order for this construction to occur, the Transitway between Tunney's Pasture Station and the intersection with Empress Avenue will be closed beginning in early 2016.

Between 2016 and 2018, the Scott/Albert Street corridor will serve as the transit detour route for OC Transpo's Transitway service while the existing Transitway is being converted to Light Rail Transit (LRT). To accommodate this detour, Scott Street, between Tunney's Pasture to Bayview Road, will be widened by approximately 3 metres to the north and the curb lanes on Scott Street and on Albert Street in both the eastbound and westbound directions will be converted to bus only lanes.

At the December 19, 2012 Council meeting Council approved the implementation of the Confederation Line project, including the use of the Scott/Albert Street corridor for the detour of the West Transitway. At that meeting Councillor Hobbs gave staff the following direction:

*That staff be directed to conduct a pedestrian and cycling safety review of the planned Bus Rapid Transit detour along Scott and Albert and report on the results of this review to Transportation Committee and Council in time to implement any supplementary measures as may be required.*

As part of the design for the West Transitway detour, and in response to this direction, the Rideau Transit Group undertook an analysis of the pedestrian and cycling environment pre- and post-detour implementation and a third party review of the safety of the detour. These are both summarized in the reports attached to this memo and are titled:

1. *Scott-Albert Bus Detour: Assessment of Walking and Cycling in the Scott-Albert Corridor.* This report was authored by the Rideau Transit Group.
2. *Safety Audit: Confederation Line LRT Scott-Albert-Preston Detour Corridors.* This report was authored by BT Engineering (BTE).

Elements and recommendations in these reports will be integrated into the ultimate design of the detour to enhance pedestrian and cycling safety during the detour period.

### **Summary of Reports**

#### **Scott-Albert Transitway Detours: Assessment of Walking and Cycling in the Scott-Albert Corridor**

This report compares the existing condition for pedestrians and cyclists along the Scott/Albert Street corridor to the future condition during the detour of the Transitway using a common level of service (LOS) grading assessment based on the Transportation Research Board's Highway Capacity Manual (HCM) methodology.

The detour design has been developed in two sections. The first section is Albert Street, Bayview Road to the split at Albert Street and Slater Street, which is part of the integrated City road renewal project that was subject to a series of public feedback opportunities that have been integrated into the final design. The design in this section is based on city standards associated with detours. The second section is Scott Street, from Bayview Road to Tunney's Pasture. The input from the LOS assessment has been summarized and resulting mitigation and operation enhancement measures have been implemented throughout both sections to ensure that buses can operate safely within OC Transpo's current operational standards along the entire detour corridor.

The report indicates that the Scott/Albert Street corridor design can accommodate the additional bus traffic that will operate on the detour, and indicates that when the detour is in place, buses will represent approximately 10-15% of the total amount of vehicle traffic along sections of this corridor during the busiest 8 hours of an average weekday. It also indicates that the existing pedestrian infrastructure, such as the width of the sidewalk on the south side, is more than adequate to accommodate the current amount of pedestrians along this corridor.

The report identifies key measures that will improve pedestrian and cycling safety in the corridor and the level of service during the bus detour. The report indicates that with these additional measures in place, the pedestrian level of service will be enhanced from C to B for all segments along the corridor

Specifically, some of the following design features were identified and have been introduced to address safety concerns related to pedestrians and cyclists in the corridor. These features are based on best practices and community input received via the several community meetings held on the West Transitway Detour:

- i. ***New Signalized Pedestrian Crossings:*** Addition of up to three new pedestrian crossings at Merton Street, Smirle Avenue and potentially City Centre Avenue to provide more convenient crossing alternatives for pedestrians. These new crossings will reduce the amount of uncontrolled mid-block crossings that may be attempted through the corridor. These particular intersections were identified to reduce previous gaps between signalized crossings along the corridor. They were also identified to help link public facilities (such as Laroche Park and the Tom Brown arena), residential blocks and various destinations within the community to ensure that enhancements will benefit people at both peak and off peak times;
- ii. ***Buffer Area: New 2.25m buffer area*** between the southside curblane and the bus lane on Scott Street between Smirle Avenue and Bayview Road;
- iii. ***On Street Cycling Lane:*** New east bound cycling lane in the buffer area on Scott Street between Smirle Avenue and Bayview Road, protected by seasonal flexible delineators similar to those employed elsewhere in the City;

- iv. **Additional Crosswalk Treatments:** Painted pedestrian crossings at all existing and new signalized crossings to highlight and strengthen the pedestrian crossings throughout the corridor. It should be noted that as 65 % of all pedestrian crossings along the corridor occur at the Holland Avenue and Scott Street intersection, a number of enhancements, including the zebra-stripe crosswalk treatment, will be made to enhance this important pedestrian crossing;
- v. **Roadway Resurfacing:** Corridor will be repaved resulting in a high quality roadway surface free of hazards for cyclists;
- vi. **Removal of right hand channelized lane:** The removal of right hand channelized lanes in some cases can enhance pedestrian safety by reducing the potential for conflicts between pedestrians and motorized vehicles, and/or increase the pedestrian level of comfort. On this basis, the Parkdale Ave and Scott Street intersection channel will be removed.
- vii. **New Pathway Connection (Albert Street Bridge over O-Train and at Tom Brown Arena):** The addition of a multi-use pathway (MUP) to enhance connections north and south of the Albert Street Bridge for cyclists and pedestrians travelling through the corridor or to provide and more comfortable access to the O-Train at Bayview Station;
- viii. **Pathway Improvements (Scott and Albert):** Resurfacing and widening of the multi-use pathway on the north side of Scott Street, Smirle Avenue to Bayview Road; widening of the multi-use pathway on the north side of Albert Street, Bayview Station to Empress (see staff response below);
- ix. **"Bike-Boxes":** Provision of bike boxes on the northbound approaches at Smirle Avenue and at Bayview Road to allow cyclists easy access from the eastbound bike lane to the pathway system on the north side of the road;
- x. **Traffic Signal Operations:** Signal timing adjustments at all signalized intersections to review pedestrian crossing time and adjust where required; "leading pedestrian intervals" are also to be considered at signalized intersections as appropriate.

## BT Engineering (BTE) Safety Audit

This report provides the result of an independent safety audit by BT Engineering (BTE) and commissioned by Ottawa Light Rail Transit Constructors (OLTRC), the construction arm of the Rideau Transit Group (RTG). This audit was undertaken by a team of three road design, traffic and human factor safety specialists and was based on the corridor designs provided by the RTG.

The report concludes that the design for the detour section has followed the design standards of the Transportation Association of Canada (TAC) and those currently in use in the City of Ottawa and represents good design practices. It also includes a series of comments for RTG's consideration during the completion of the design. These are summarized with RTG's responses in Appendix 3.

The audit also includes comments on the Preston Detour and other intersection treatments, not specifically related to the West Transitway Detour, which are not addressed in Appendix 3, but are being considered by RTG as the design of the Confederation Line project advances.

## **Staff Response to Pedestrian and Cycling Safety Review**

### *a. Rail Implementation Office*

The Rail Implementation Office has participated in an iterative design review process with RTG as they have advanced the design for the West Transitway Detour. This review has focused on ensuring that the detour design meets the requirements of the Confederation Line Project Agreement, applicable standards and regulations and responds to public input. The Rail Implementation Office (RIO) agrees that the design features RTG has proposed in their design, and summarized in the *Assessment of Cycling and Walking in the Scott-Albert Corridor* report follows best practices in addressing issues and concerns and will help to improve conditions for pedestrians and cyclists along the Scott-Albert corridor during the detour of the West Transitway. The Rail Implementation Office continues to work with RTG in the refinement and finalization of the West Transitway Detour design, scheduled for completion later this spring.

Staff agrees with RTG's responses to the recommendations of the BTE Safety Audit and is reviewing the alternative approaches that were not carried forward to determine if the City has interest including either as a supplement to the design features identified with respect to the detour or in anticipation of the final Scott Street road design outlined in the Community Design Plan (CDP). Any supplemental design features would be at the City's cost and would be included in the 2015 budget for Council approval.

Based on community feedback and in consultation with the local Councillor, staff are working with RTG to explore the resurfacing, widening (to 3m) and providing supplementary lighting along the Multi-Use-Pathway (MUP) on the north side of Scott Street from Bayview Road to

Smirle Avenue. As part of the detour planning, RTG will be providing a new Multi-Use Pathway from Bayview Road to approximately the existing Bayview Transitway Station, to provide a continuous off-road pathway to the north of Albert Street. Lighting will be provided on sections of this pathway that are not adjacent to the roadway. In addition, new pathway connections are being planned south of Albert Street, to connect directly to the O-Train platform and the relocated Bayview Transitway bus stops on Albert Street, to provide alternatives for pedestrians and cyclists.

Both the ward Councillor and staff agree that, notwithstanding the suggestion included in the audit, the Multi-Use Pathway resurfacing should be done without reducing the buffer area or removing the on-street cycling lane. This decision is in keeping with the Community Design Plan for this area and any City costs arising from this implementation will be included for Council approval in the 2015 budget as well.

#### *b. Traffic Operations*

Public Works Traffic Services has provided support to RIO in their review and acceptance of measures provided within RTG's Assessment of Walking and Cycling report. Traffic Services support includes the use of tools and mitigation measures associated with its pedestrian and cycling assessment program, school zone safety program and in-service safety review processes.

As a result of this review, comments were provided on the RTG reports to ensure the corridor, with the Bus detour implemented, would operate in line with the City's standards and practices for safe operations.

In addition to the support provided thus far Traffic Services will continue to be involved in the monitoring of safe and efficient operation of all modes, and as per common practice and adjust the operating conditions where necessary based on this monitoring and associated evaluation.

#### **Next Steps**

Construction work on the Albert Street portion of the future detour, City Centre to Empress Avenue, will begin as early as May this year. This portion, which includes sewer upgrades/rehabilitation and Combined Sewage Storage Work is being undertaken by RTG as a cash allowance project separate from the Confederation Line project and will culminate in the new Albert Street complete street design post LRT commissioning.

In late 2015, work will begin on Scott Street from Tunney's Pasture to Bayview Road to widen the roadway. The bus detours will be staged to maintain buses running on a portion of the transitway for as long as possible. The buses will begin being detoured in early 2016 from Merton Street to downtown and the full detour from Tunney's Pasture to downtown starting in

summer 2016 until spring 2018 with the commencement of Confederation Line Revenue Service.

The final design of the detour will be presented at a public information session in early June.

Please do not hesitate to contact me at ext. 12230 if you have any questions.

Thank you,

Nancy Schepers  
Deputy City Manager  
Planning and Infrastructure

CC:

Executive Committee

Steven Cripps, Director, Rail Implementation Office

Gary Craig, Chief, Light Rail Design & Construction

Larry O'Keefe, General Manager, Public Works

Greg Kent, Manager, Traffic Safety and Mobility

Phil Landry, Manager, Traffic Services

Richard Holder, Manager, Light Rail Projects

Chris Swail, Manager, Deputy City Manager's Office

Simon Dupuis, Program Manager, Business Support and Evaluation

Claudio Colaivacio, Manager, Rail Program Management Office

**Appendices:**

1. Scott-Albert Transitway Detours: Assessment of Walking and Cycling in the Scott-Albert Corridor.
2. Safety Audit: Confederation Line LRT Scott-Albert-Preston Detour Corridors.
3. Rideau Transit Group and City Response to Audit Recommendations.