



SUBJECT: Elgin Promenade phase 4 design

TO: Environment, Infrastructure & Community Services Cttee.

FROM: Capital Works Department

Report Number: CW-02-20

Wards Affected: 2

File Numbers: 750-01

Date to Committee: May 12, 2020

Date to Council: May 25, 2020

Recommendation:

Receive and file capital works department report CW-02-20 regarding the Elgin Promenade phase 4 design.

PURPOSE:

Vision to Focus Alignment:

The purpose of this report is to provide an overview of the Elgin Promenade project. This report includes the proposed conceptual design of Phase 4 and associated transportation related topics which include crosswalk connections along this new multi-use pathway and surface parking within the project boundary.

This project aligns with the following sections of the city's Vision to Focus Plan:

- Improve integrated city mobility
- Support sustainable infrastructure and a resilient environment
- Building more citizen engagement, community health and culture

Background and Discussion:

Project Overview

The Elgin Promenade serves as a pedestrian and cycling corridor that extends from Brant Street to Martha Street connecting the downtown core to the Centennial Multi-Use

Pathway that extends to Burloak Drive. Refer to Appendix A – Elgin Promenade Project Overview. The design and implementation of this multi-use pathway has been separated out into various phases as listed below:

Table #1:

	Location	Construction Timing
Phase One	Elizabeth Street to Pearl Street.	June 2017- open for use
Phase Two	John Street to Elizabeth Street	June 2018 – open for use
Phase Three	Brant Street to John Street	June 2018 – open for use
Phase Four	Pearl Street to Martha Street	Spring 2021

To understand current use, a pedestrian counter was installed along the Elgin Promenade at John Street from October 25th, 2019 to December 2, 2019. Data is showing approximately 346 people per day which is significant number of users, especially in the off-season. A second pedestrian counter was also installed for all of 2019 at Martha Street and the Centennial Multi-Use Trail which is located beside the east end of the Elgin Promenade. The 2019 daily average count for 12 months at this location was 688.

The Elgin Promenade Phase 4 - Site Constraints

The final phase of the Elgin Promenade, that connects Pearl Street to Martha Street, comes with a series of challenges and site constraints including land ownership, vehicular circulation of the adjacent parking lot and underground utilities.

1. The land for this proposed walkway is not owned the City however Realty Services is in negotiation with the landowner of 425 Pearl Street to acquire the northern section of this parking lot in order to build the connecting link of the Elgin Promenade.
2. The proposed walkway is on top of two easements; Transnorthern (high-pressure gas pipeline) and Halton Region (sanitary and water). In advance of tendering this project, all permits and approvals from these agencies must in place.
3. In order to build Phase 4, the existing two-way driveway into the parking lot at 425 Pearl Street must be converted into a one-way in drive lane. A secondary driveway further south along Pearl Street will be built to accommodate egress from the existing parking lot.

The Elgin Promenade Phase 4 – Design Program

Even with the above constraints, the success of this project will be constructing a 4m wide pedestrian facility that is uninterrupted by cars (except at intersecting streets). The design

will include a 3.6m clear path of travel for safe movement of pedestrian and cyclists adhering to City of Burlington Accessibility Design Standards.

Preliminary design illustrations of Phase 4 are provided in Appendix B. The design language and material section will be consistent with the rest of the walkway such as lighting, bollards and pavements. Where there is enough space and area clear of utilities, new trees will be planted. Where possible, the design will take all opportunity to expand the use from mobility to incorporate destination areas for resting and outdoor gathering. The illustrations in Appendix B represent approximately 60% design completion.

Proposed Crossovers

As shown in Appendix A, three (3) pedestrian crossovers will be added where the Elgin Promenade crosses Martha Street, Pearl Street and Elizabeth Street. The addition of these pedestrian crossovers will improve the walkability within the downtown and supports Focus Area 2 - Improving Integrated City Mobility within the City's from Vision to Focus plan.

Martha Street and Pearl Street will be installed in conjunction with Phase 4 of the Elgin Promenade. Transportation Services staff are reviewing the Elizabeth Street pedestrian crossover to determine if it can be installed prior to completion of the Elgin Promenade.

In addition to the three pedestrian crossovers proposed, John Street is still under evaluation given the additional movements related to the Downtown Terminal.

Parking Summary

The overall parking count from phases 1 to 3 resulted in a net zero loss of city parking stalls. The table below represents the number of parking stalls removed or added to the inventory within a tight boundary around the Elgin Promenade. It does reflect the new parking lot at James Street.

Table #2:

Project	Location	# parking stalls
Phase 1	Parking Lot 1	-7
Phase 2	Parking Lot 4	+6
Phase 3	Parking Lot 5	-5
Phase 2 & 3	On-street Elizabeth St.	+2
Phase 2 & 3	On-street John St.	-1
Phase 2 & 3	On-street Pearl St.	+2
Phase 2 & 3	On-street Brant St.	+3

TOTAL LOSS/GAIN	0
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Phase 4 of this project will result in 17 parking stalls being removed from a privately-owned parking lot at 425 Pearl Street. Currently, the owners of the lot do allow the public to use the space during evenings and weekends. From the city's perspective, this is seen as overflow parking during major events so the loss of space will not have a major impact on regular operations. Capital funds have been committed in 2020 (PK-PK-87) to complete a needs assessment with the goal of developing a plan to add parking supply to the downtown.

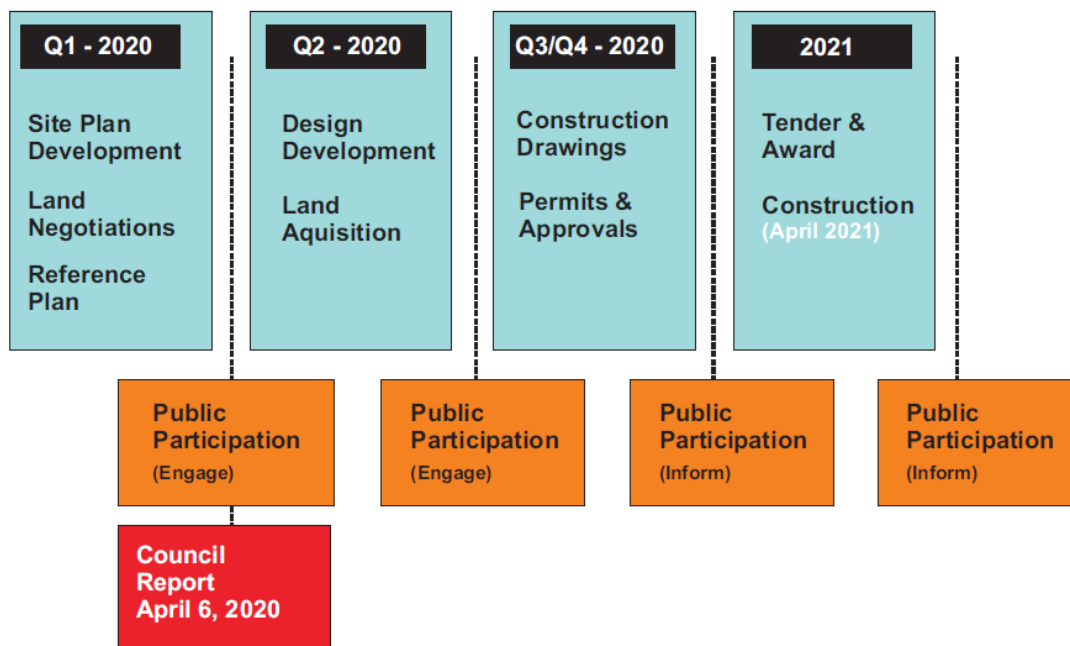
Based on the current design, there is no net loss of parking due to the proposed crosswalks.

Strategy/process

Over the past year staff have been working with various internal departments, external agencies and project stakeholders to move this project forward. Based on project complexities and the dynamic nature of this work, it is important to present that status of this project to Council and to use this forum as an opportunity to springboard future public engagement for Phase 4.

Project Schedule

In order to procure this project with all the required permits, have the land in place and tender at the ideal time of year to achieve the most favorable pricing, the Elgin Promenade construction is anticipated to start in spring of 2021. Below is high-level schedule for the balance of this project.



Heritage Study

On January 16, 2020, Council passed the following staff direction (SD-02-20):

Direct the Director of Community Planning, in consultation with Heritage Burlington, to assess the heritage value and appropriate protections (including possible Heritage Act designations) for the potential built heritage resources and potential cultural heritage landscapes identified by ASI in their September 2019 “Cultural Heritage Resource Assessment of the Downtown Mobility Hub”, with funding source to be determined, and report back to Council with the assessment and associated recommendations by Q4 of 2020.

One of the potential cultural heritage landscapes referred to in Staff Direction SD-02-20 includes the properties known as 431 and 435 Pearl Street, which are adjacent to the Elgin Promenade on the east side of Pearl Street. These properties will therefore be included in the area to be considered in a heritage study. Community Planning Department staff will report back to Council in spring 2020 concerning the scope and financial considerations for the heritage study.

The proposed works on the Elgin Promenade Phase 4 discussed in Report CW-02-20 include new landscape construction on the rear portion of the city-owned property at 431 Pearl Street, which is within the Heritage study area. The proposed work on and adjacent to this property are consistent with the work that has already occurred on other portions of the Elgin Promenade and are not expected to have any impacts on cultural heritage resources or potential cultural heritage resources.

Financial Matters:

The total project cost for the design and construction of phase 4 of the Elgin Promenade is \$700,000. The land purchase will be presented to Council through an in-camera report by Realty Services when negotiations are finalized.

Total Financial Impact

Source of Funding

The source of funding for the \$700,000 is from one-time federal gas tax funds approved in 2019. The source of funding for land acquisition will be identified as part of the confidential Realty Services report. Roads Parks & Forestry staff estimate an increase in operating costs for the expansion of the Elgin Promenade and will address this through the 2021 Proposed Operating Budget.

Climate Implications

The land used to develop Phase 4 will be improved to include urban design features that integrate climate change mitigation. Surface run off will not be dependent on traditional storm sewers with surface runoff being absorbed in the adjacent creek block and the design will yield an increase in urban forest canopy which helps improve air quality and counteracts the effects of artificially higher temperatures by providing shade over the hard surfaces. This project will encourage walking and cycling with less dependency on the car. It is a small but positive step towards building a more resilient landscape within the downtown core.

Engagement Matters:

The success of the Elgin Promenade to date is a direct result of the number of stakeholders that have participated in the development of this multi-use pathway facility. Formal engagement with the downtown business community, members of council, advisory committees and area residents started in 2017. Since the project start, there have been two formal PIC sessions as well other related initiatives such as the Urban Parks Strategy Workshop and Downtown Streetscape Guidelines public engagement process.

In Q2 of 2020 staff will host a design session, open to project stakeholders and members of Council, in order to complete the conceptual design for the area behind 431 Pearl

Street. Refer to Appendix D – Elgin Promenade Phase 4 Activation Area. Following this step in the engagement process, the Elgin Promenade Phase 4 project will be presented to Burlington’s Urban Design Advisory Panel for review in order to finalize the design. The project webpage will be regularly updated with new information as the project evolves.

Conclusion:

This final segment of the Elgin Promenade represents a key link in vital east west pedestrian corridor that ties the heart of the downtown to the broader community. It represents the city’s vision to increase walkability and mobility in the downtown and it contributes to building a healthy and vibrant city.

Respectfully submitted,

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Appendices:

- A. Elgin Promenade - Project Overview
- B. Elgin Promenade Phase 4 – Concept Plan and Enlargement Area #1
- C. Elgin Promenade Phase 4 – Enlargement Area #2
- D. Elgin Promenade Phase 4 – Activation Area
- E. Elgin Promenade Phase 4 – View from Pearl Street
- F. Elgin Promenade Phase 4 – View looking Northwest at Night
- G. Elgin Promenade Phase 4 – View from Martha Street

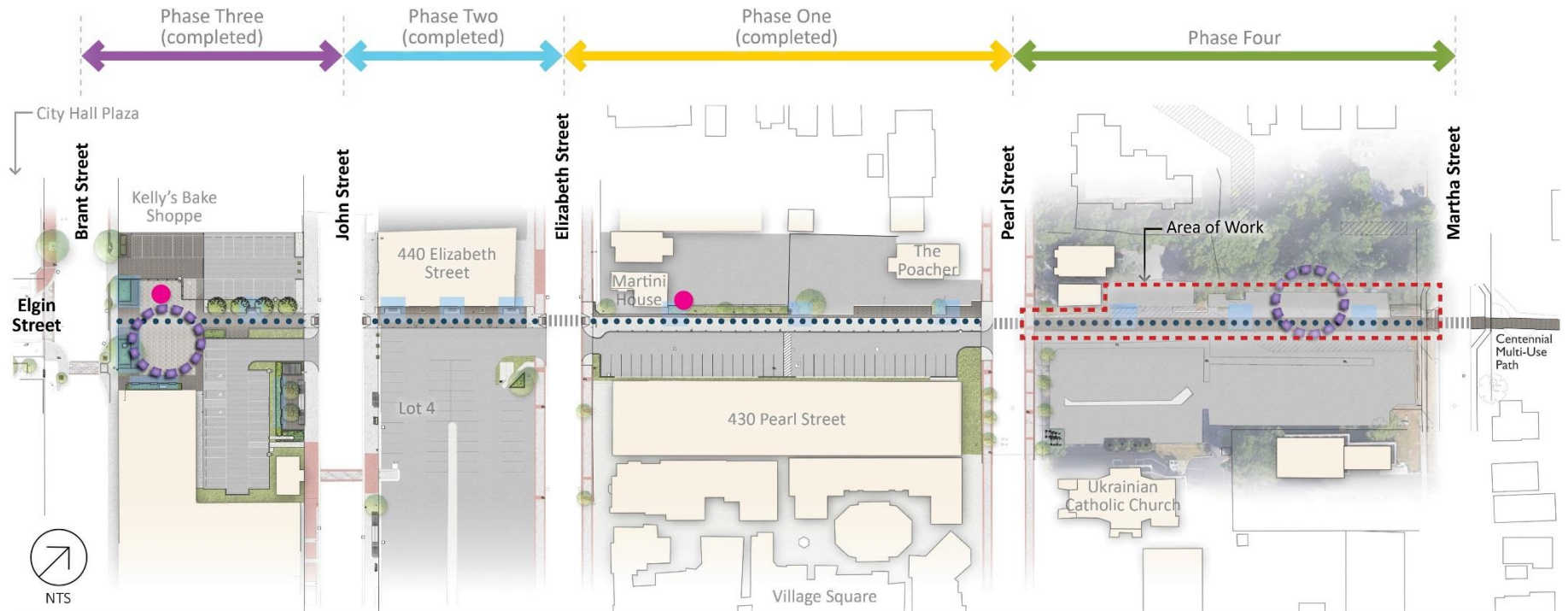
Report Approval:

All reports are reviewed and/or approved by Department Director, the Chief Financial Officer and the Executive Director of Legal Services & Corporation Council. Final approval is by the City Manager.

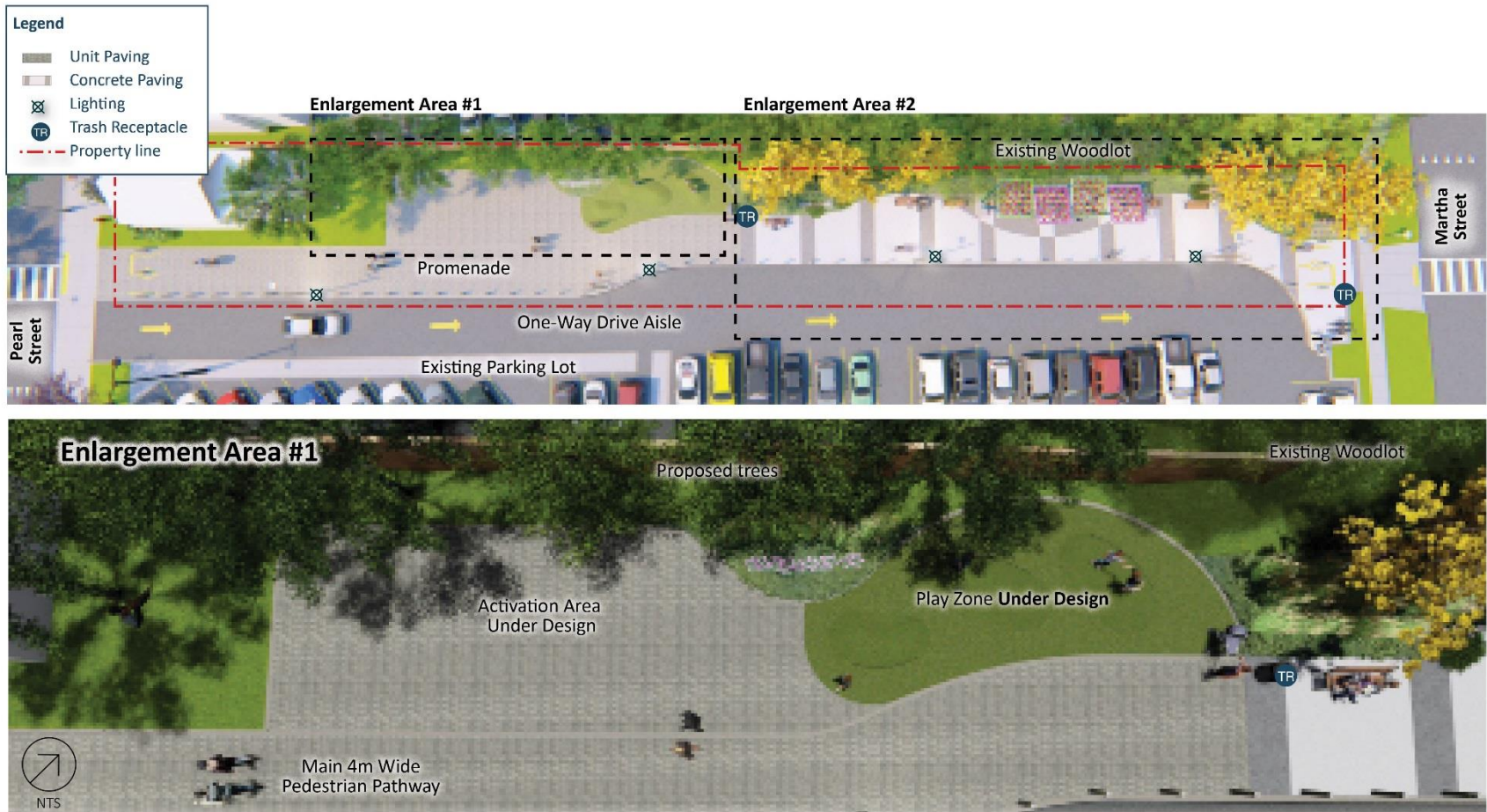
Appendix A - Elgin Promenade Project Overview

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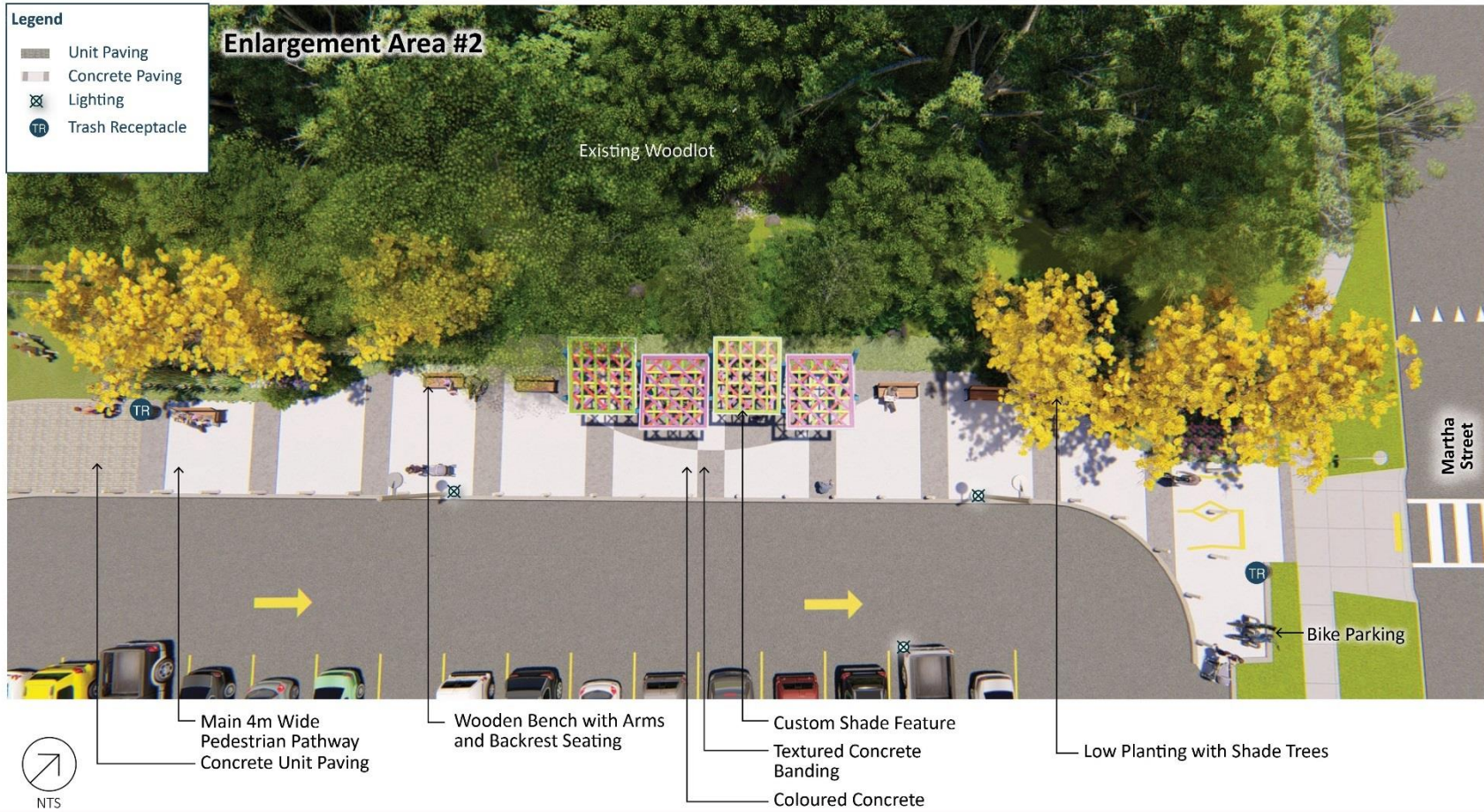
- Unit Paving
- Asphalt Paving
- Seating
- Existing Public Art
- Main Pedestrian Pathway
- Promenade Gateway
- Proposed Crosswalks



Appendix B - Elgin Promenade Phase 4 – Concept Plan & Enlargement Area #1



Appendix C - Elgin Promenade Phase 4 – Enlargement Area #2



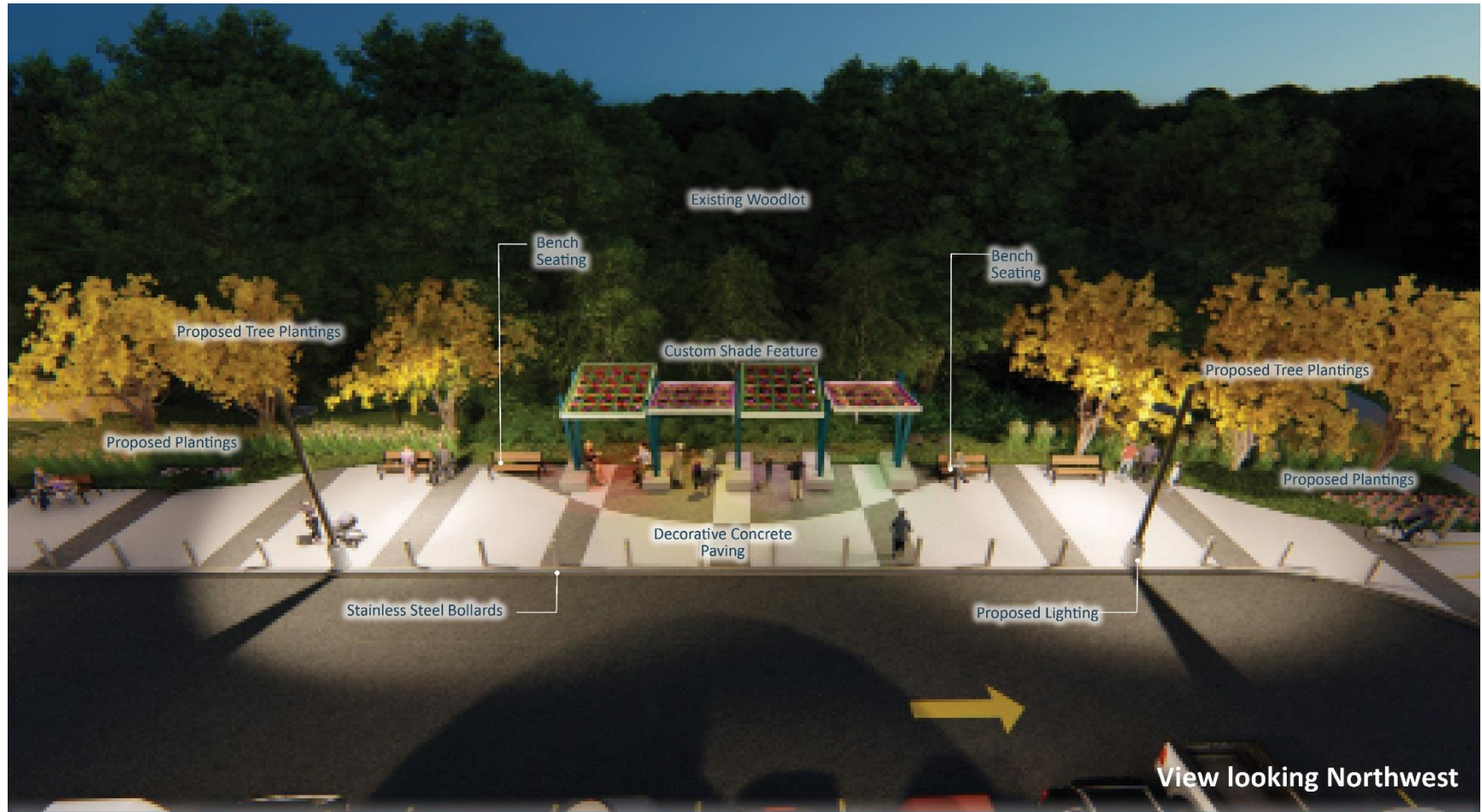
Appendix D - Elgin Promenade Phase 4 – Activation Area



Appendix E - Elgin Promenade Phase 4 – View from Pearl Street



Appendix F - Elgin Promenade Phase 4 – View Looking Northwest at Night



Appendix G - Elgin Promenade Phase 4 – View from Martha Street

