



# Terminal Nicol Re-imagined

LIVE - WORK - CONNECT

DECEMBER 2016



06 December 2016

Over the last 15 months, the Terminal Nicol Re-Imagined committee facilitated a City wide public process to learn public priorities for Nanaimo's southern gateway. In collaboration with our consulting team and technical stakeholders, we balanced these public priorities against physical and infrastructure constraints to develop the attached implementation Plan.

In our discussions with our community, we consistently heard the word "embarrassing" used to describe the current corridor from South St to Comox Road with their biggest fear being that "nothing will change". When we began discussing the future of the corridor, we heard strong support for immediate changes to develop a corridor that:

- Reflects the pride we have in our City and showcases what Nanaimo has to offer
- Draws visitors into our City and downtown;
- Is a safe and comfortable environment for all users;
- Creates a vibrant Main Street feel; and
- Respects the need to move traffic through the corridor.

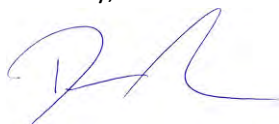
As the southern gateway to our City, this corridor sets the tone for the majority of our visitors and reinforces our residents' view of Nanaimo. To steer Nanaimo towards being one of BC's most successful cities, we need to announce to every visitor and resident that we are proud of our City. We need to entice them to slow down and explore what we have to offer. The importance of improving our first impression cannot be understated as we work towards this goal.

The attached Plan provides Nanaimo City Council and our project partners with a toolbox of components that leverage upcoming critical projects to steer this corridor towards its potential. These critical projects include civil infrastructure upgrades, re-paving works and re-development, some of which are scheduled to begin within the next two years. We urge Council to give careful consideration to supporting the following two action items in order to stay ahead of upcoming projects:

- Direct city staff to undertake Component A: City Policy, Plans & Bylaw Review;
- Direct city staff to begin discussions with MOTI to prepare the terms of reference to complete Component B: Functional Design.

Throughout our committee's work we have enjoyed a collaborative process that developed an actionable list of components that are supported by the community, the City of Nanaimo, Ministry of Transportation and Infrastructure and other technical stakeholders. City Council now has the unique opportunity to build on the momentum created during this process by leading the effort to redevelop the Terminal Nicol corridor as a showcase for our City. We encourage you to embrace this role and if our committee members can be of any assistance moving forward, please let us know.

Sincerely,



Darren Moss, Terminal/Nicol Corridor Streetscape Project Committee Chair







# ACKNOWLEDGEMENTS

From July 2015 to December 2016, the Terminal Nicol Steering Committee had the privilege of working with the Nanaimo community to re-imagine a bright and resilient future for Terminal Nicol, Nanaimo's Downtown gateway.

During this process, the Steering Committee drew on the energy and insight of a multitude of people. We would like to express our sincerest appreciation to everyone who has been involved.

Project funding was provided by four partners: City of Nanaimo, Ministry of Transportation and Infrastructure, Downtown Nanaimo Business Improvement Association, and Nanaimo Economic Development Corporation. The cooperation between these organizations was essential to establishing the Committee and allowing this process to be undertaken.

Public events were held at several venues in the Terminal Nicol area. We'd like to express our appreciation to property and businesses owners who donated their time and space to help host events including: Mosaic IT, Crankshaw Holdings, and Dish Downtown. In addition, we'd like to recognize the businesses, volunteers, and students who provided catering, serving, music, and decor to create fun and engaging events.

Massive thanks to the My Street Team, responsible for planning and hosting the My Street Event on September 20, 2015, where TN Re-imagined launched its first public input opportunity. The vision and effort by the group was outstanding and essential to generating interest and excitement about what the future of Terminal Nicol could hold. This event was a significant source of inspiration and a window into the passion of the South End community.

We'd like to express our gratitude to Vancouver Island University's Community Planning staff and students who helped at public events and supported outreach efforts.

Over the course of the project we had opportunity to meet with and receive input from a number of key organizations. Our thank you to Snuneymuxw First Nation, Regional District of Nanaimo Transit, Nanaimo Cycling

Coalition, Emergency Services, and City of Nanaimo Planning and Engineering departments who were asked for advice and feedback during the project.

Finally, we are very grateful to the hundreds of community members, business owners, and residents who participated in the process, taking the time to ask questions, share opinions, send emails, and complete questionnaires. Thank you for providing us with your insights. We hope we have done them justice in this plan.

## The Terminal Nicol Steering Committee:

- ▶ Mr. Darren Moss, Committee Chair  
*Downtown Nanaimo Business Improvement Association*
- ▶ Mr. Sean Herold  
*Chamber of Commerce*
- ▶ Mr. Doug Kalcsics  
*Nanaimo Economic Development Corporation*
- ▶ Ms. Pamela James / Ms. Sydney Robertson  
*Community-At-Large Member (South End)*
- ▶ Mr. Keith Brown  
*Community-At-Large Member*
- ▶ Mr. Ian Thompson  
*Community-At-Large Member*
- ▶ Ms. Leanna Plug  
*Community-At-Large Member*
- ▶ Councillor Bestwick / Councillor Brennan  
*City of Nanaimo Council*

## Support by:

- ▶ Gordon Foy  
*City of Nanaimo Staff Liaison*
- ▶ Dave Edgar  
*MoTI Staff Liaison*

## Consultant support provided by:

- ▶ Lanarc 2015 Consultants Ltd.
- ▶ McElhanney Consulting Services Ltd.





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# PLAN STRUCTURE

1

## OVERVIEW

The overview introduces the reader to the project and why it is important. It outlines the overall approach and what is needed to create an exciting future for Terminal Nicol.

2

## CONTEXT

Context describes the existing corridor, provides historic and current planning linkages, summarizes traffic data, and outlines the Study process.

3

## VISION & APPROACH

The vision describes the guiding principles specific to Terminal Nicol and the overall approach to corridor improvements.

4

## IMPROVEMENT CONCEPTS

The concepts apply the vision and approach to the Terminal Nicol corridor, identifying specific locations for potential improvements.

5

## IMPLEMENTATION STRATEGY

The implementation strategy suggests a series of packages for improvements that recognize triggers, parallels, and prerequisites.

6

## COMPONENTS

The components identified in the improvement concepts are described in further detail including rationale, challenges, and preliminary cost estimates.



# 1 OVERVIEW

Terminal Nicol Re-imagined **balances** the **community's vision** for a vibrant, successful Terminal Avenue and Nicol Street with the **technical and physical constraints** of the corridor.

The outcome is a **toolbox** of potential project components for the City and partners to consider as a transition towards an improved Terminal Nicol.



During the Terminal Nicol Re-imagined process, participants' most common fear was that Terminal Nicol will not change; that the challenge of achieving an active, and attractive gateway to Nanaimo is insurmountable. This fear underlines the need for defining logical and achievable components that will result in positive change as they are implemented.

With infrastructure renewal such as Terminal Avenue repaving on the short-term horizon and multiple opportunities for private investment in the area, change along Terminal Nicol is inevitable. The question is: "Will changes maintain the status quo; or will they be deliberate steps towards the Terminal Nicol we imagine for the future?" Having a plan that guides these investments in support of a strong vision is vital to ensuring that each change aligns with, and contributes to, an improved Terminal Nicol.

Terminal Nicol Re-imagined builds on the energy of the growing efforts of grass roots organizations, community members, and committees to make a powerful first impression of what Nanaimo has to offer. The toolbox of components outlined in this plan combine the input from significant public process with technical analysis on traffic and future growth, to offer the City and its partners a suite of achievable projects to help create the Terminal Nicol of tomorrow.

## imagine...

...driving into Nanaimo from the south and parking beside a busy sidewalk café on Nicol Street to grab lunch with your family.

...walking your child to school, crossing Nicol Street as cars stop for you at a pedestrian crosswalk.

...heading down from your apartment to run to the corner market and pick up some fresh bread for supper that evening.

... leaving work and hopping onto your bike for your evening commute.

... leaving your home at 10 pm to take your dog for a relaxing evening stroll around the block.

...making plans to meet up with friends at the new pub on Terminal Avenue before you head to a show at the Port Theatre.

Over the years, many plans and studies have developed a strong vision for the Downtown and South End. The Downtown Plan and Downtown Urban Design Guidelines, the South End Neighbourhood Plan, and the Official Community Plan all describe a vision of an active, vibrant, and successful community core. Terminal Nicol is the backbone of this core – welcoming people to the Downtown and setting the stage for how they experience the area.

Today, Terminal Nicol has yet to achieve this vision. Terminal Nicol Re-imagined explores how it could.



Terminal Nicol today



Image: "Arbor cafe" by Sonny Abesam  
- Flickr Creative Commons, Nov. 15, 2015

Inspiration for tomorrow - an active, attractive streetscape

## THE IMPORTANCE OF TERMINAL NICOL

First impressions set the tone for how people connect with places. Terminal Nicol provides people with a first impression of the Downtown and South End of Nanaimo and is often the first impression of the City as a whole. These streets are an important part of experiencing the waterfront, Snuneymuxw First Nations lands, Commercial Street, the Old City Quarter, the South End neighbourhood, and the future South Downtown Waterfront area. Whether arriving from the north or the south, Terminal Nicol is a part of the journey.

How do we move from the first impression Terminal Nicol makes today, to the vision we have for the future? Terminal Nicol Re-imagined is based on the ambitions of community residents and businesses, to take steps towards a street that is welcoming and economically successful within the heart of Nanaimo's Downtown and South End.

**This is Terminal Nicol Re-imagined.**

We continue to observe a significant disparity between the impression people have of Terminal Nicol today and the experience we want them to have. Words we heard to describe people's impression of Terminal Nicol include: "uninviting, loud, stressful, crime, traffic, unsafe, vacant buildings, speeding, unattractive." When asked what they would like to see, people used words like, "welcoming, clean, active, green, shopping, pedestrians, high street, art, vibrant."



Today, Terminal Nicol is a corridor to pass through as quickly as possible – failing to capture people’s attention or inspire them to venture further into the interesting Downtown destinations Nanaimo has to offer. A re-imagined Terminal Nicol will provide people with a preview of the City’s attractions, slowing them down and encouraging them to stop, stay, and explore. Today, people drive by Downtown Nanaimo; tomorrow, we want people to drive, cycle, and walk into Nanaimo’s Downtown to stay awhile.

## WHY NOW?

Prior to the 1990s, Terminal Nicol was the only route through Nanaimo. With the establishment of the Nanaimo Parkway in the late 1990s, through traffic has a convenient alternative around the City. This option has re-routed almost half the traffic, providing us room to rethink the role, design, and operation of Terminal Nicol.

In the past decade, Nanaimo’s Downtown has enjoyed a welcome revival. New businesses have opened, homes are being renovated, multi-family housing is being built, festivals and community events are drawing crowds, and office spaces are filling up. For the first time in many years, the Downtown and South End of Nanaimo are being recognized as exciting places to live, work, and shop. A momentum shift has been created and the City continues to build on this energy by advancing important initiatives like the South Downtown Waterfront and Port Drive Waterfront Master Plan. Terminal Nicol is a powerful and necessary complement to City investment in the Downtown, Waterfront, and South End areas.



*Terminal Avenue & Bastion Bridge, circa 1960s. At that time, Terminal Nicol was the primary traffic route through Nanaimo. Today, the parkway offers a strong alternative.*

With renewal underway, the South End and Downtown are poised for private investment and redevelopment. With a building’s life span well over 50 years, it is important that any redevelopment that occurs supports progress towards the desired vision. Poor development kills momentum; great development builds on success, attracting more investment and sustained renewal. Terminal Nicol Re-imagined brings support to the goals and objectives of the Official Community Plan, Downtown Plan and Design Guidelines, and South End Neighbourhood Plan, providing implementable projects to achieve these goals.

Public investment is a catalyst for encouraging desirable private investment and renewal. Investing in road infrastructure, beautification, pedestrian amenities, lighting, and art demonstrates a commitment from decision-makers to improve an area. This commitment provides confidence to land owners that their investments will bring positive returns, resulting in an ongoing momentum that drives desired change.

Opportunities for shared and efficient public investment are on the horizon: repaving of Terminal Avenue is among short-term plans for the Ministry of Transportation and Infrastructure; Bastion Bridge, built in the 1930s, will soon require upgrades or replacement; utilities below Terminal Avenue are aging and will require upgrades. With infrastructure renewal cycles lasting decades, there is a narrow window of opportunity now to ensure that integrated planning and design are done to achieve the future vision of an active, pedestrian-friendly Terminal Avenue. Infrastructure renewal that maintains the current configuration is a risk to stalling the vision for decades.

## THE COMMITTEE

Multiple funding partners came together to support the Terminal Nicol Re-imagined process including the City of Nanaimo, Ministry of Transportation and Infrastructure, Downtown Nanaimo Business Improvement Association, and Nanaimo Economic Development Corporation. The development of Terminal Nicol Re-imagined was led by a committee (see **Appendix D** for the committee terms of reference) assigned with undertaking a public process and technical study on behalf of the funding partners. Ministry and City staff, Snuneymuxw First Nation, RDN Transit, Nanaimo Cycling Coalition, local and regional stakeholders, and community members provided perspectives for committee consideration in developing the plan.

Terminal Nicol Re-imagined is a key step in the DNBBIA's Terminal/Nicol Revitalization Plan to remove barriers to development and create a more vibrant corridor that links Old City Quarter and the Downtown Core.

## THE VISION

Through this process and through previous plans, Terminal Nicol is re-imagined as a successful and thriving street guided by four key principles:



### Our City's Gateway

- ▶ Make a first impression that shows pride in our City
- ▶ Create a distinct transition from highway to city street that encourages traffic to slow down
- ▶ Make it green and beautiful
- ▶ Respect, maintain, and celebrate the heritage and social history of the area
- ▶ Improve connections and wayfinding to Snuneymuxw First Nation, Old City Quarter, Downtown, and other landmarks



### Safe for Everyone

- ▶ Increase safety and comfort for pedestrians and cyclists by slowing and buffering traffic, reducing noise, and dedicating pedestrian and cyclist space
- ▶ Create a space you can feel safe to walk, day or night, by increasing positive social activity
- ▶ Respect the environment and reduce impacts to the adjacent estuary



### Vibrant Main Street

- ▶ Make it walkable with vibrant businesses
- ▶ Create a destination for residents and visitors
- ▶ Reduce vacancies and increase the mix of businesses and services
- ▶ Set the stage for reinvestment and redevelopment



### Keep on Moving

- ▶ Continue moving all modes of traffic efficiently, including goods movement
- ▶ Maintain access to Downtown, ferries, and the port
- ▶ Improve cross corridor connections for all modes
- ▶ Keep traffic moving, but at a speed that supports other uses

These principles provide guidance to all new development for Terminal Nicol, private and public. A commitment to these principles will help guide thoughtful change, that supports long-term success.



## THE APPROACH

This plan identifies achievable projects that support and encourage redevelopment through improvements to vehicle traffic, the pedestrian realm, cycling, transit, and development. A brief overview of the research and goals behind these projects is presented below. Each topic is explored in more detail within the plan.

### Vehicle Traffic



During Terminal Nicol Re-imagined, technical analysis and public engagement asked for input on the concept of reducing the corridor from four to two vehicle lanes.

Analysis determined that a reduction from four to two vehicle lanes could be feasible, but would result in increased traffic delays on the corridor and across cross streets during peak travel times. If vehicle volumes on the corridor increased over the coming years, a return to a four-lane configuration would likely be needed to maintain the current level of operation.

However, traffic studies also indicate that traffic could comfortably operate within two lanes during off-peak times, creating an opportunity to consider time-of-day parking in the curb lane. This would allow the curb lane to be used for moving vehicles during peak periods and used for on-street parking during off-peak periods. Time-of-day parking is cost-effective to implement and can be adjusted to accommodate changes in travel demands.

The TN Re-imagined approach recommends maintaining the infrastructure for four vehicle lanes to preserve future flexibility while supporting traffic-calming and economic development. In addition to time-of-day parking, the plan identifies other traffic calming improvements including:

- ▶ Creation of a south gateway to the City to indicate to motorists that they've entered an urban area;
- ▶ Infill tree planting;
- ▶ Curb extensions on cross streets to shorten crosswalks and slow turning vehicles;
- ▶ Creation of centre medians and islands in areas where there is space within the right-of-way; and
- ▶ Upgrades to intersections to make it easier for vehicles, cyclists, and pedestrians to access and cross the street.

#### Why is on-street parking beneficial for commercial areas?

- ▶ It creates a more comfortable walking environment, encouraging people to walk to businesses
- ▶ It creates parking at store entrances, making it convenient for motorists to stop and shop
- ▶ It provides a protective buffer for sidewalk activities like outdoor cafés and merchandise displays
- ▶ It reduces the need for parking lots in front of businesses, making it easier to develop attractive, street-oriented building facades
- ▶ It helps moderate vehicle speeds



*On-street parking on Bernard Avenue in Kelowna is a key component to supporting the success of local businesses.*

The goal for Terminal Nicol is to keep traffic moving, but at a speed that is compatible with the pedestrian-friendly atmosphere envisioned.



## Pedestrian Realm



People identified a strong desire to increase the pedestrian appeal of Terminal Nicol; to create a street where a person feels safe to walk, day or night. This plan identifies several pedestrian improvements including:

- ▶ Pedestrian crosswalks, mid-block crossings, and cross-corridor connections, breaking down the physical barrier to pedestrian movement that is perceived on Terminal Nicol today.
- ▶ An expanded pedestrian area between the street and buildings that includes furnishings, sidewalk cafes, lighting, street trees, and art.
- ▶ Improvements to the attractiveness and amenities on Terminal Nicol such as fencing, trees, pedestrian lighting, seating, art, and pocket parks, to create places where it is pleasant to spend time.
- ▶ Efforts to address social issues and improve quality of life for all residents.



## Cycling

Cycling is an increasingly popular transportation mode in Nanaimo. Cycling on Terminal Nicol is a challenge due to narrow lanes and fast-moving vehicle traffic. This plan addresses cycling through:

- ▶ Where they exist, using cycling routes on parallel streets to Nicol Street with strong connections to and across the corridor.
- ▶ Shared pedestrian / cyclist routes (with clear physical separation) along Terminal Avenue in locations where strong parallel routes do not exist.
- ▶ Improvement of cross-corridor connections to ensure cyclists can cross the corridor and move east-west.
- ▶ Provision of end-of-trip facilities in a safe, convenient locations on Terminal Nicol.



## Transit

Today, transit operates on parallel roads as a one-way loop on Victoria and Haliburton. RDN Transit is considering future rapid transit, which could be routed along Terminal Nicol. This plan addresses future transit through:

- ▶ Considering rerouting existing bus services onto Nicol Street as far south as Needham to increase activity on Terminal Nicol.
- ▶ Routing future rapid transit south of Downtown via Nicol Street, allowing transfers between rapid transit and local bus at shared stops.
- ▶ Supporting the future Downtown transit exchange by improving the pedestrian realm on Terminal Nicol and creating high quality transit stops.





Throughout the world, communities have successfully transitioned their struggling streets to successful and vibrant urban destinations. Terminal Nicol is no different – with a strong collaborative effort and a commitment from the City, the Ministry, stakeholders, and community members, we will see a new Terminal Nicol begin to take shape.

## Development



Terminal Nicol Re-imagined supports the development envisioned in Nanaimo's Downtown and South End Neighbourhood Plans, including mixed-use development with ground floor commercial and increased residential. To encourage appropriate development, the plan suggests that:

- ▶ The City undertake a review of relevant plans, policies, bylaws, and guidelines related to Terminal Nicol for consistency and to consider where updates may be warranted to support and enhance revitalization of Terminal Nicol properties.
- ▶ Innovative planning directions for key locations such as the Port Place Mall Entry be pursued to encourage a more urban style of development with a stronger street presence.
- ▶ Policies be considered to specifically guide desirable development on Terminal Nicol and create high quality spaces in front of businesses that encourage positive renewal.
- ▶ Strategic incentives and initiatives to remove barriers be considered to encourage and support desirable development in the area.





Terminal Nicol is an important transportation corridor within the City and Region. Running north-south it connects Downtown to the City's largest destinations and links with ferries to/from Metro Vancouver and Gabriola Island. It is the gateway to Downtown and for many arriving to Vancouver Island via Departure Bay. With the construction of the Parkway in the late 1990s, much of the through traffic diverted around the City, creating space to reconsider Terminal Nicol's role, design, and operation. This study seeks to create a vision, based on the ambitions of residents and businesses, of a successful street within the heart of the Downtown and South End.

### **This is Terminal Nicol, Re-imagined.**

#### **WHAT'S NEXT?**

This plan is Phase 1 for the Terminal Nicol streetscape. It outlines a framework, a set of components, suggested implementation packages, and high-level cost estimating to aid in budgeting and prioritizing by City Council.

The next steps will focus on planning document review and functional design(s) to confirm community and traffic implications and finalize design. Completion of this second phase will:

- ▶ Support City staff review of relevant plans, policies, bylaws, and guidelines to consider where updates may be warranted to support revitalization efforts.
- ▶ Allow project partners to prepare for upcoming capital projects like Terminal Avenue repaving, Bastion Bridge upgrades, and utility upgrades.
- ▶ Provide more accurate design and budget estimates for public investments.

- ▶ Support application for funding and grants.
- ▶ Provide guidance to private sector investments to ensure new development contributes to positive change along the corridor.

Change for Terminal Nicol will not be easy; it will require a shift in how people think about and use these streets. However, as these changes become the new normal, the visions for Terminal Nicol will take shape. Vacant storefronts will fill up with shops and services. New housing and mixed-use developments will emerge. More people will walk comfortably on the street, day or night, enjoying the atmosphere of a vibrant, thriving Terminal Nicol Re-imagined.





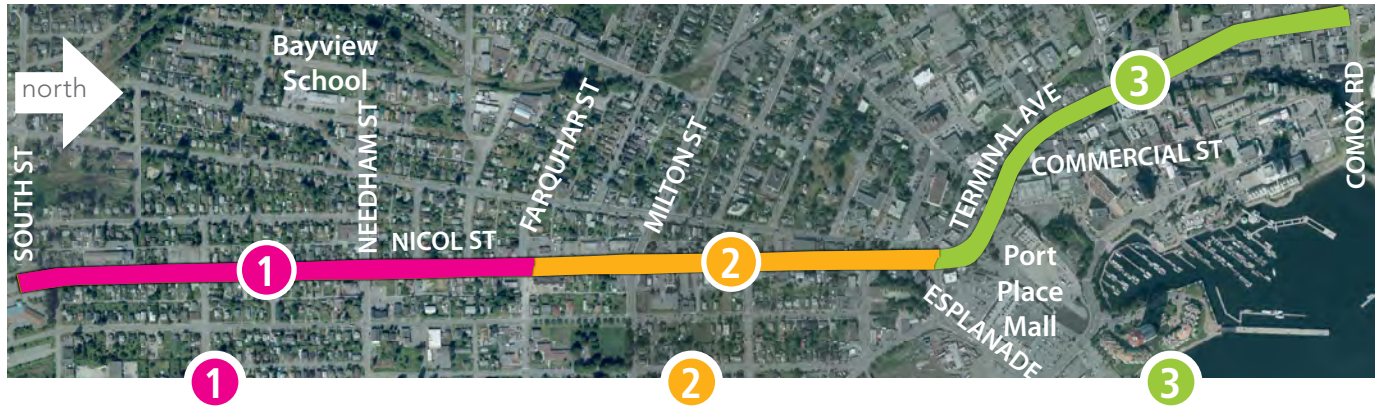
## 2 CONTEXT

### 2.1 STUDY AREA

The Terminal Nicol Re-imagined study area includes Nicol Street and Terminal Avenue between South Road (across from the Days Inn) and Comox Road (before the Pearson Bridge). This corridor, just under 3 km in length, is one of the City's most important streets, a City gateway, and the South End's neighbourhood commercial street.



To recognize the different land uses, conditions, and challenges along the corridor, Terminal Nicol Re-imagined divides the corridor into the three study segments described below.



### **SOUTH STREET TO FARQUHAR STREET**

Typical ROW width = 20 m

This is the start of urban Nanaimo, transitioning from a rural highway to an urban street. Land use is largely residential with some isolated commercial developments. On the east side, houses are sited lower than the road, limiting their connection with the street and many properties have installed fences to manage grade changes and mitigate noise. Sidewalks, typically 2 m wide, are present on both sides of the street, but narrow to as little as 1.2 m at utility poles and trees, creating accessibility challenges.



### **FARQUHAR STREET TO ESPLANADE**

Typical ROW width = 20 m

The Nicol "Hill" is the South End's commercial street and the gateway to the Downtown. Land use is mostly commercial, with some residential between shops. Many buildings are oriented towards the street and have limited parking; where parking does exist it is often accessed off of lanes at the rear of buildings. Sidewalks, typically 2 m to 3 m wide, are present on both sides of the street, but narrow at utility poles and trees.



### **ESPLANADE TO FRONT STREET**

Typical ROW width = 18 m to 27 m (variable)

The most northern segment of the corridor is located within the Downtown. Land use is generally auto-oriented commercial. Buildings are typically set back or face other streets resulting in irregular building facades. Between Commercial and Wentworth, vehicle access is from Terminal Avenue with parking lots typically in front of buildings. The sidewalk varies from good to poor and in some locations is poorly defined.





Terminal Avenue and the Bastion Bridge c. 1937

Image Courtesy of the Nanaimo Archives

## 2.2 HISTORIC & CURRENT COMMUNITY PLANNING CONTEXT

### HISTORIC PLANNING DOCUMENTS

Improvement to Terminal Nicol has long been identified as a goal for the City of Nanaimo's Downtown area. The following policies and plans provide context for Terminal Nicol improvements:

- ▶ **South End Neighbourhood Plan (2010):** This plan guides future development in the South End, including on Nicol Street which is described as the South End's high street with mixed-use development and a rich pedestrian environment.
- ▶ **South Downtown Waterfront Initiative (2014):** The initiative considered future directions for the South Downtown Waterfront and identified the area as a priority for future development. Terminal and Nicol are primary connecting routes into and out of the area.
- ▶ **Downtown Urban Design Plan & Guidelines (2008):** The guidelines portray a shift from a suburban, auto-oriented character on Terminal Nicol, to a vibrant green street with a mix of commercial and residential that provides a positive impression to the travelling public.
- ▶ **Downtown Plan (2002):** This plan, focused on guiding Downtown revitalization, identifies Terminal Avenue as an attractive urban greenway with mixed-use development.
- ▶ **planNanaimo Official Community Plan (2008):** The OCP identifies a vision for the Downtown that is pedestrian-friendly, safe, and attractive with reduced dependency on the automobile and a place of social and economic opportunity.
- ▶ **Nanaimo Transportation Master Plan (2014):** The plan guides transportation planning and development in the City and encourages streetscape improvements that support a Downtown mobility hub.
- ▶ **A Cultural Plan for a Creative Nanaimo (2014):** The plan identifies a need for Terminal Nicol to provide an aesthetically pleasing City gateway.
- ▶ **Community Plan for Public Art (2010):** This plan identifies corridors and urban nodes such as Terminal Nicol as key locations for public art as ways of adding interest to the community.

## CURRENT PLANNING CONTEXT

Over the past decades, the City of Nanaimo has committed to rebuilding a Downtown core that is inviting to residents, businesses, and visitors and these efforts continue as the City plans strategic investments for the coming years. As Nanaimo's Downtown gateway, the vision for Terminal Nicol is strongly integrated with the City's and Region's upcoming priorities. Key initiatives related to improvements on Terminal Nicol include:

- ▶ **Port Drive Waterfront Master Plan & South Downtown Waterfront Initiative:** Nanaimo's South Downtown Waterfront is envisioned as a catalyst for Downtown revitalization. With most visitors arriving to the Downtown via motor vehicle, bicycle, or foot, Terminal Nicol is central to the experience people have as they enter the area. An attractive Terminal Nicol that facilitates multi-modal access and is home to active businesses will support a thriving South Downtown Waterfront.
- ▶ **Waterfront Walkway Improvements:** Nanaimo's Waterfront Walkway has long been an important destination and transportation corridor for residents and visitors. Terminal Nicol has a role in providing safe and convenient access points to the Waterfront Walkway. Terminal Nicol Re-imagined envisions a corridor that no longer creates a barrier to east-west movement for pedestrians and cyclists, but instead becomes a key component of the transportation network that gets people moving in all directions and improves connectivity to the waterfront.
- ▶ **RDN Downtown Nanaimo Transit Exchange:** The Regional District of Nanaimo's Transit Future Plan, developed in 2014, identifies the creation of a Downtown Nanaimo transit exchange as a short-term (5-year) priority. A Downtown transit exchange near Terminal Nicol will increase transit, cycle, and pedestrian activity around the Downtown. Terminal Nicol Re-imagined plans for this growth while strengthening the pedestrian amenities available.
- ▶ **Nanaimo Fast Ferry:** Establishing a fast ferry between Downtown Nanaimo and Downtown Vancouver has been a key initiative in Nanaimo for several years. As the primary route to the potential Downtown ferry location, Terminal Nicol will be the key connection for motorists, cyclists, and pedestrians accessing the ferry and arriving to the Nanaimo community.
- ▶ **MoTI Repaving:** MoTI planning shows that Terminal Avenue adjacent to Downtown is an upcoming priority for repaving. With a paving life span of over 20 years, it is important to set curbs and medians in their desired long-term locations before repaving occurs. Terminal Nicol Re-imagined identifies a concept that realigns roadway edges to create a greener, more visually appealing Terminal Avenue.
- ▶ **Bastion Bridge Upgrades:** The Bastion Bridge has been identified as a candidate for upgrades. Terminal Nicol Re-imagined envisions the bridge as a Downtown gateway with integrated public art. Thousands of people pass beneath the bridge daily and renewal would provide an opportunity for art that brings life and interest to the structure. Complementing the City's Strategic Plan direction to increase the City's public art / space program, Bastion Bridge is a prime, highly visible opportunity to integrate art with infrastructure renewal.
- ▶ **Seaspan Relocation to Duke Point:** In a memorandum of understanding between Seaspan, Southern Railway, and City of Nanaimo, Seaspan identified plans to relocate to Duke Point. The existing Downtown Seaspan location brings substantial goods movement traffic through Terminal Nicol and Nanaimo's South Downtown Waterfront. The move may reduce some truck traffic on Terminal Nicol.
- ▶ **Private Investment:** There is significant potential for redevelopment of properties along Terminal Nicol. Providing clear direction to private property owners is important to ensure their investments support the community's vision. In addition, strategic public investments demonstrate a commitment to the neighbourhood, which in turn encourages high-quality private investments. The renewal of Commercial Street and surrounding downtown areas over the past decade is a strong example of combined public and private investment in renewal.



## 2.3 ISSUES & OPPORTUNITIES

The Terminal Nicol corridor presents a number of opportunities and challenges. The following map represents an overview of the study area and the opportunities and challenges that were identified through technical review and community input.

This overview is not a comprehensive listing of all opportunities and challenges, but is provided as a record of those identified through this process for consideration in the concept development.



Figure 1: Opportunities & Constraints Overview

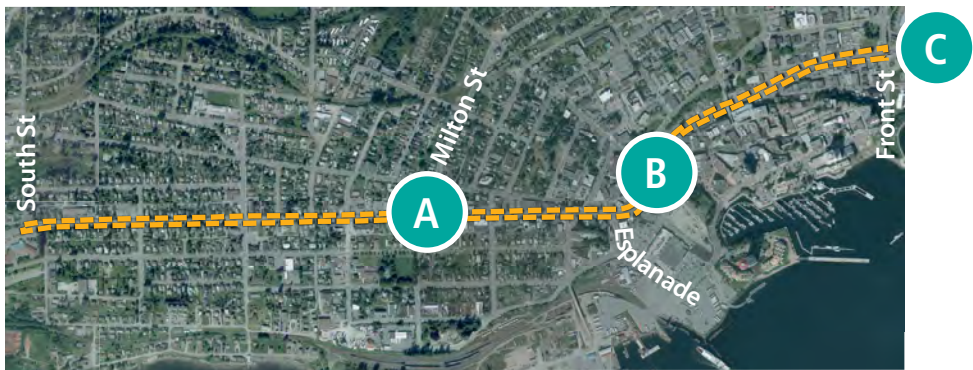


## 2.4 TRAFFIC BACKGROUND

The efficient movement of vehicles through Terminal Nicol has been an important, and at times, divisive topic amongst stakeholders and residents. The improvements proposed seek to balance the need to move vehicles, while better accommodating other modes and functions on Terminal Nicol.

Current conditions of traffic on Terminal Nicol are described below using data collected from the corridor by the City of Nanaimo and Ministry of Transportation and Infrastructure. To understand the impacts of potential changes, future concepts were considered in the context of existing and future anticipated traffic conditions.

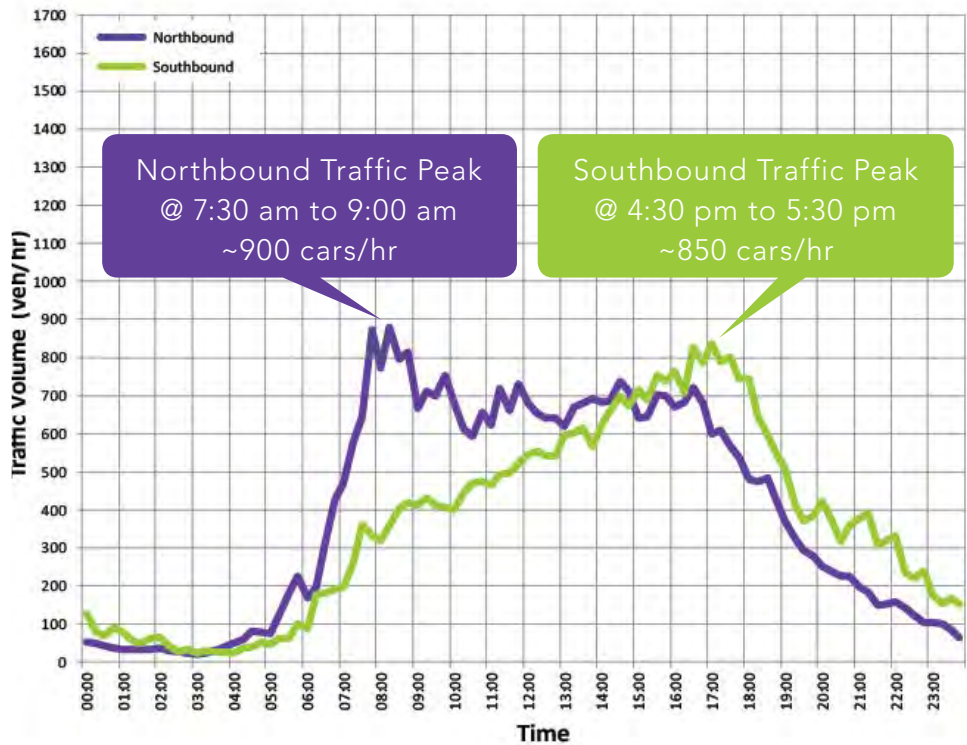
### TRAFFIC COUNT LOCATIONS



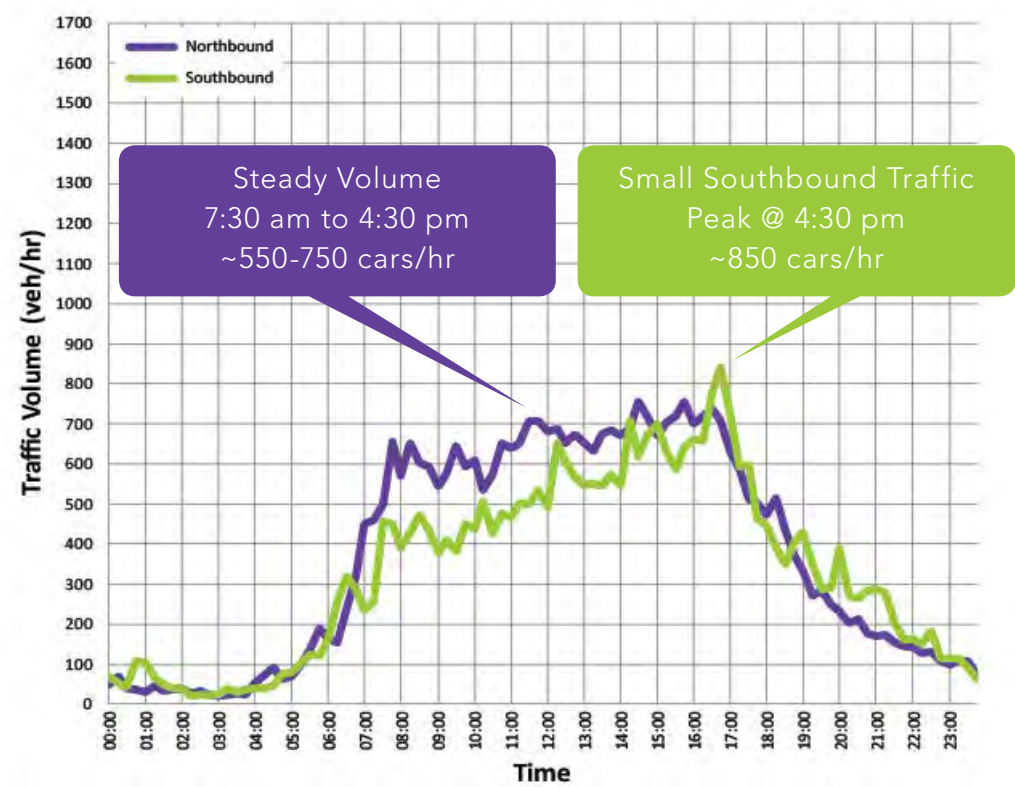
### WHAT THE DATA TELLS US:

- ▶ During the week, commuters create peaks in travel towards the Downtown in the morning and away from it in the afternoon.
- ▶ Traffic volumes are the highest at the Pearson Bridge / north of Comox Road, but fall significantly (by about 40%) to the south of Comox Road.
- ▶ South of Comox Road, peak hour traffic volumes are around 900 vehicles per hour per direction; this volume is close to the maximum capacity of a single lane road with traffic signals.
- ▶ During peak times, mid-block speeds are about 50-55 km/hr; during non-peak times, as traffic decreases, speeds increase.
- ▶ Travel time studies found it took, on average, under three minutes to drive between Milton Street and Comox Road during peak times.
- ▶ There are evident time-of-day peaks at Milton (A) and the Pearson Bridge (C), but these are less pronounced in the central corridor (B) – indicating commuters have turned off to their destinations in the Downtown.
- ▶ Due to limited crossing opportunities, Terminal Nicol divides neighbourhoods to the east and west, particularly for pedestrians and cyclists.

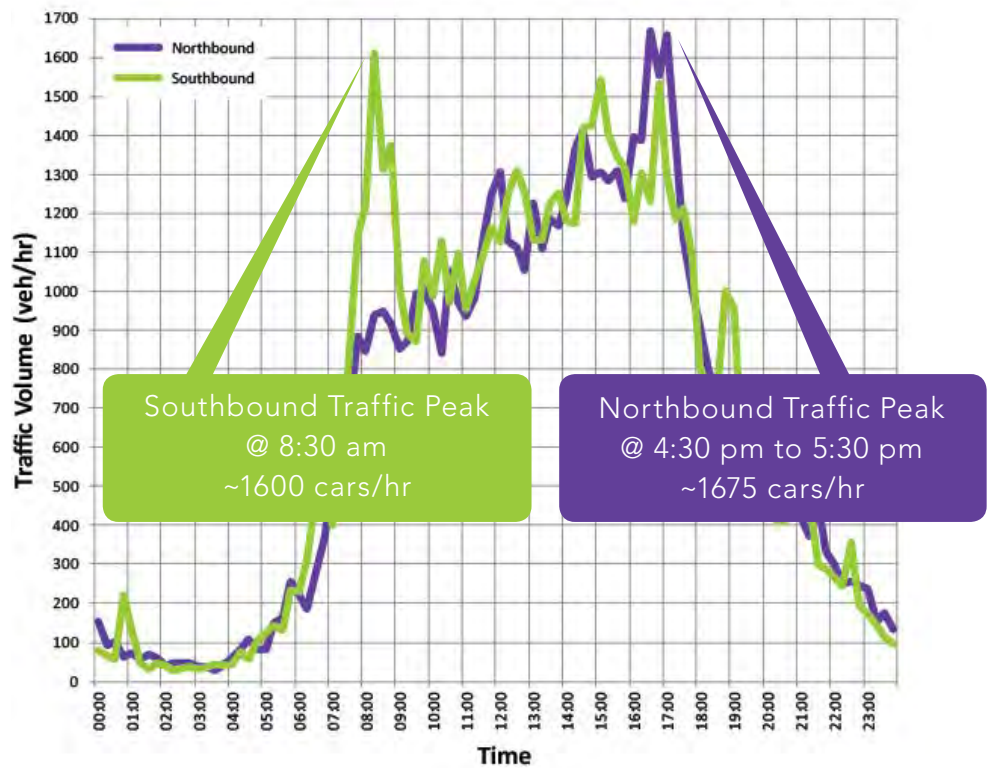
**A** TRAFFIC AT MILTON STREET  
Typical weekday - March 2012



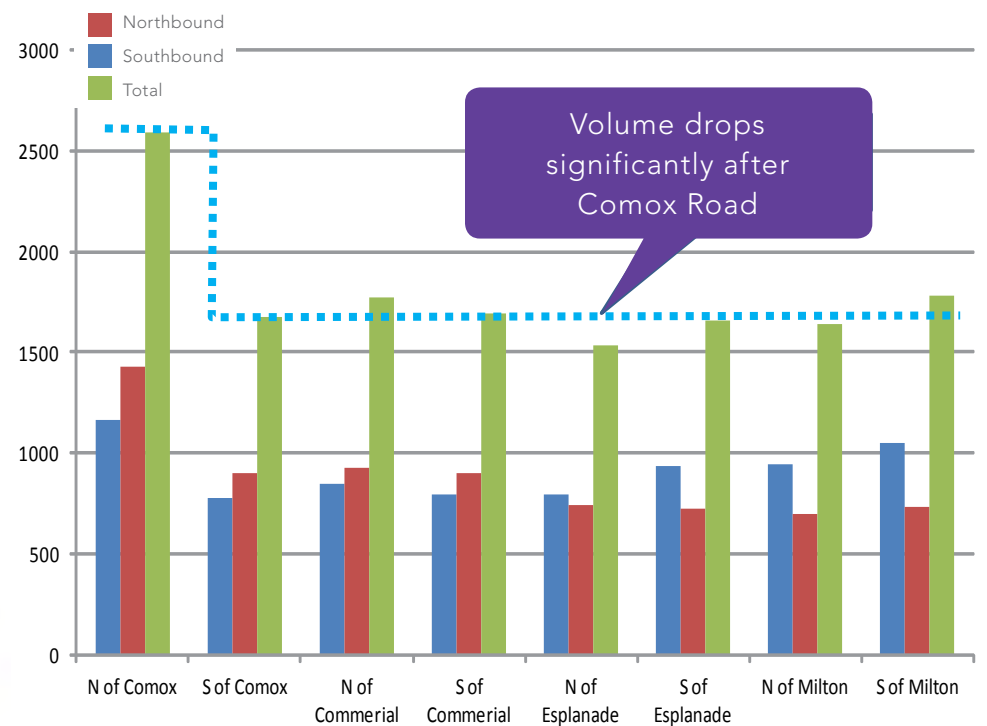
**B** TRAFFIC BETWEEN GORDON AND ESPLANADE  
Typical weekday - January 2012



**C** TRAFFIC AT PEARSON BRIDGE (OUTSIDE STUDY AREA)  
Typical weekday - March 2012



SUMMARY OF CORRIDOR  
Between North of Comox and South of Milton - Typical Weekday



## 2.5 PROCESS

Terminal Nicol Re-imagined is one element of community planning for Downtown and South End Nanaimo and is part of a larger DNBIA initiative to remove barriers to redevelopment in the corridor.

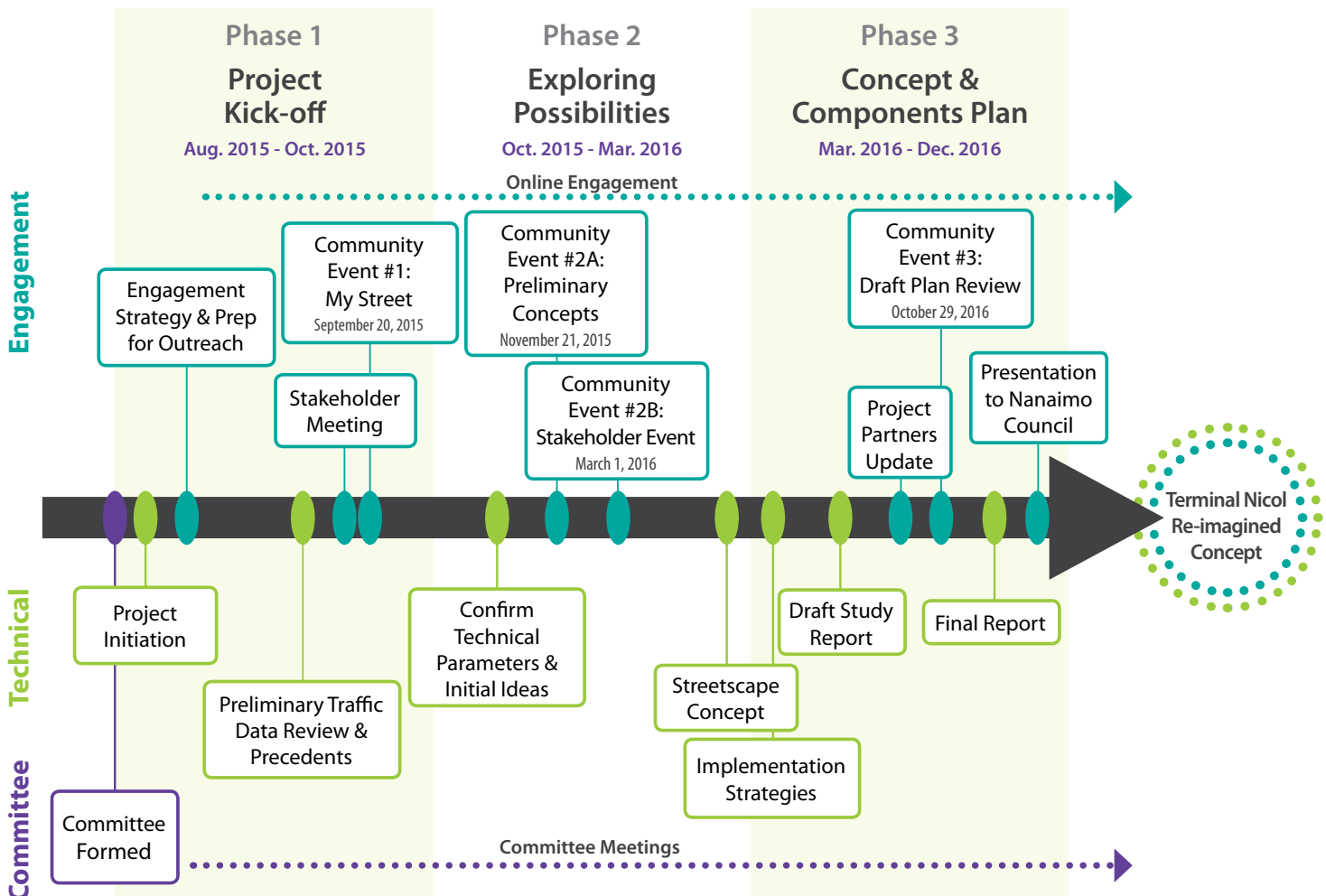
The process was funded through a partnership between the City of Nanaimo, Ministry of Transportation and Infrastructure, Downtown Nanaimo Business Improvement Association, and Nanaimo Economic Development Corporation. A committee led the planning process, including public engagement and technical review. Ministry and City staff, Snuneymuxw First Nation, RDN Transit, local and regional stakeholders, and community members provided perspectives for committee consideration in the plan.

Terminal Nicol Re-imagined is focused on answering the questions:

- What will Terminal and Nicol look like in the future?
- What are the steps needed to make this happen?

The Terminal Nicol Re-imagined Project included a three phase process that has spanned one year between August 2015 to December 2016. It included engagement with corridor users, residents, and businesses, as well as other stakeholders. Consultation events included open houses, small group meetings, partner presentations, and one-on-one discussions.

Figure 2: Study Process





## 2.6 PUBLIC & STAKEHOLDER INPUT

Gathering public and stakeholder input has been central to the development of Terminal Nicol Re-imagined. Four events were held during the project. See **Appendix A** for summaries of these events.

### EVENT #1: MY STREET

**Purpose:** Introduce the project, discuss issues and opportunities along the corridor, and identify preliminary ideas for improvements.

**Where/When:** Sunday, September 20<sup>th</sup>, 2015 at the corner of Nicol and Crace during the My Street Event

**Responses:** 159 response forms completed

### EVENT #2A: PRELIMINARY CONCEPTS

**Purpose:** Present works-in-progress to obtain feedback on preliminary directions and ideas.

**Where/When:** Saturday, November 21<sup>st</sup>, 2015 at the former Acme Building

**Responses:** 138 response forms completed

### EVENT #2B: STAKEHOLDER EVENT

**Purpose:** Present works-in-progress targeting stakeholder audiences to gain further input from business and property owners on the corridor.

**Where/When:** Tuesday, March 1<sup>st</sup>, 2016 at the Vancouver Island Conference Centre and online forum

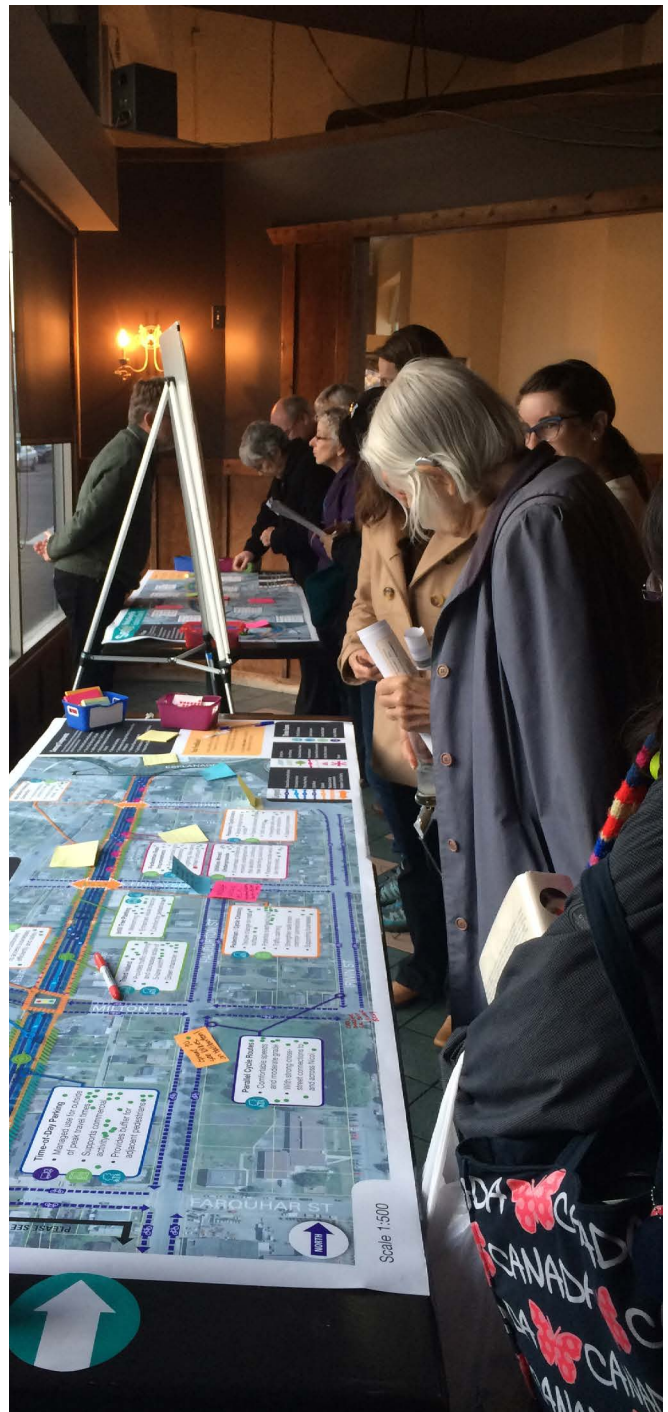
**Responses:** 117 response forms completed (16% by landowners, 17% by property owners)

### EVENT #3: DRAFT PLAN REVIEW

**Purpose:** Present the draft Terminal Nicol Re-imagined plan to the public to obtain feedback on directions and priorities.

**Where/When:** Saturday, October 29<sup>th</sup>, 2016 at Dish Restaurant, 111 Terminal Avenue

**Responses:** 94 response forms completed



During Event #2A, participants reviewed and provided feedback on preliminary concepts.





## 3 VISION & APPROACH

The remaining sections of this plan (Section 3 through Section 6) outline a vision and strategy for achieving change on Terminal Nicol. This vision and strategy respond to the input of participants, technical experts, and previous plans and policies.



### 3.1 PRINCIPLES

Previous work has established strong visions for the Downtown and South End. Terminal Nicol Re-imagined endeavours to build on these visions and establish principles focused on the Terminal Nicol corridor. Through the engagement process, four key themes particular to Terminal Nicol, were identified and these themes became principles that guided the concept.

#### Our City's Gateway



- ▶ Make a first impression that shows pride in our City
- ▶ Create a distinct transition from highway to city street that encourages traffic to slow
- ▶ Make it green and beautiful
- ▶ Respect, maintain, and celebrate the heritage and social history of the area
- ▶ Improve connections and wayfinding to Snuneymuxw First Nation, Old City Quarter, Downtown, and other landmarks

#### Safe for Everyone



- ▶ Increase safety and comfort for pedestrians and cyclists by slowing and buffering traffic, reducing noise, and dedicating pedestrian and cyclist space
- ▶ Create a space you can feel safe to walk, day or night, by increasing positive social activity
- ▶ Respect the environment and reduce impacts to the adjacent estuary

#### Vibrant Main Street



- ▶ Make it walkable with vibrant businesses
- ▶ Create a destination for residents and visitors
- ▶ Reduce vacancies and increase the mix of businesses and services
- ▶ Set the stage for reinvestment and redevelopment

#### Keep on Moving



- ▶ Continue moving all modes of traffic efficiently, including goods movement
- ▶ Maintain access to Downtown, ferries, and the port
- ▶ Improve cross corridor connections for all modes
- ▶ Keep traffic moving, but at a speed that supports other uses

## 3.2 GENERAL APPROACH

### 3.2.1 VEHICLE APPROACH



Early in the Terminal Nicol Re-imagined process, the reduction of the corridor from four to two vehicle lanes was considered. Public input

on this topic was very divided, with some people feeling strongly about preserving the four lanes for traffic flow; while others preferring a two-lane approach that would slow traffic and create space for other street users and uses.

Traffic analysis of the corridor was undertaken for current and future conditions, considering potential changes to future land use, transportation modes, and population growth. Results from this analysis concluded:

- Today, about 900 vehicles per hour pass through Terminal Nicol during peak travel times (rush hour).
- Under current conditions, a reduction from four to two vehicle lanes could be feasible over the short-term (i.e., for the next 10 years).
- In a two-lane scenario, during peak times, it could take up to 34% (one minute) longer to travel between Milton and Comox and the length of traffic signals on Terminal Nicol would need to be extended, delaying traffic crossing the corridor from side streets, particularly at Commercial Street.
- If traffic vehicle volumes were to increase, even moderately, a return to a four-lane configuration would likely be needed to accommodate traffic during peak periods.

Combining public and stakeholder input with technical analysis, a balanced approach was identified to maximize current benefits while maintaining flexibility for future growth and community evolution.

**00:02:45**

Average travel time from Milton Street to Comox Road today

Because current traffic volumes could comfortably operate within two lanes (one lane in each direction) except during peak periods, the concept recommends a flexible approach that includes:

#### ► **Maintaining infrastructure to support four vehicle lanes (2 lanes in each direction):**

- » Retaining a four-lane cross section maintains the greatest flexibility for the future.
- » If traffic volumes increase, time-of-day parking can be adjusted to accommodate peak periods.
- » If traffic volumes decrease, transportation technology changes, or community opinions shift, opportunities exist to transition the curb lane to permanent parking, cycling, or other identified use.

#### ► **Consideration for introducing of time-of-day parking between Farquhar and Campbell:**

- » On-street parking has several economic and community benefits (see *Importance of On-street Parking* on the next page).
- » The timing of on-street parking could vary by direction to match differing traffic patterns. In general, traffic volumes below 700 - 900 vehicles / hour can support on-street parking. As conditions change in the future, so can timing and duration of time-of-day parking, creating flexibility for the future.

#### ► **Traffic calming including:**

- » Visual gateways to indicate to motorists that they've entered an urban area.
- » Additional street trees.
- » Central medians and islands with trees.
- » Curb bump-outs on cross streets like Needham, Farquhar, Grace, Wentworth, and Campbell to shorten crosswalks and slow turning vehicles.
- » Intersection changes and more crosswalks to make it easier for pedestrians, cyclists, and motorists to cross Terminal Nicol.

## IMPORTANCE OF ON-STREET PARKING



*On-street parking along Bernard Ave, Kelowna, BC.*

Urban planners and economists agree that on-street parking is an important components of traditional commercial streets because it:

- ▶ Encourages pedestrian traffic and customers by creating a more comfortable walking environment.
- ▶ Creates convenient parking in the front of businesses where entrances are located.
- ▶ Makes it convenient for motorists to stop and shop.
- ▶ Creates a protective buffer for sidewalk activities such as outdoor cafés and retail areas.
- ▶ Reduces the demand to develop parking lots in front of businesses, supporting continuous building facades with less surface parking.
- ▶ Moderates high vehicle speeds.

The South End Neighbourhood Plan recommends transition to a future road cross-section that includes four travel lanes + two parking lanes. Terminal Nicol Re-imagined does not recommend this expansion based on concerns about vehicle dominance on the street. Time-of-day parking is provided as an alternative, low-cost approach to supporting on-street parking while maintaining flexibility for the future.

## TIME-OF-DAY PARKING CONCEPT



*Time-of-day parking, Vancouver, BC.*

Time-of-day parking is used in urban areas where additional traffic lanes are required during peak travel periods. During peak travel periods the curb lane is used for moving vehicles; during other times, parking is permitted.

The Terminal Nicol concept recommends that time-of-day parking be initially considered north of Farquhar Street, in Segments 2 and 3 (see Component N in Section 6.2).

During future analysis, the feasibility of on-street parking northbound except during the morning rush and southbound except during the evening rush, as well as weekends should be studied. If feasible, such a parking schedule could provide at least one lane of on-street parking at all times.

### Benefits of Time-of-Day Parking:

- ▶ Provides valuable on-street parking for businesses.
- ▶ Cost-effective to implement.
- ▶ Flexible and can be adjusted over time.

### Challenges of Time-of-Day Parking:

- ▶ Requires education and enforcement.
- ▶ Interrupts traffic flow when a car is parking.



### 3.2.2 PEDESTRIAN APPROACH



Public feedback consistently indicated a desire to increase the pedestrian appeal of Terminal Nicol. Improving pedestrian conditions to create a more "walkable" neighbourhood supports the principles of a *Vibrant Main Street* and *Safe for Everyone*.

#### ► Add more pedestrian crossings and routes:

- » A key issue identified is that the corridor acts as a barrier to people moving between the waterfront and upland areas. Destinations including schools and commercial areas require people to cross the corridor, but there are currently many crossing limitations.
- » Small blocks with many crossings are more attractive to pedestrians – urban studies show that long blocks are tiresome to walk, so are often avoided.
- » The plan encourages increased pedestrian crossings across Terminal Nicol and new pedestrian routes that connect Terminal Nicol to parallel streets like Victoria, Wallace, and Commercial (see Components E & O).

#### ► Expand pedestrian areas to provide more space for people to walk and socialize:

- » Because the corridor's right-of-way is narrow, sidewalks are typically limited (< 2 m wide).
- » The community's vision for Terminal Nicol is a thriving main street, with elements such as furnishings, cafes, lighting, trees, and art.
- » Finding additional space either within the ROW, or requiring building frontage set-backs to allow this space, will be an important future consideration (see Component R).

#### ► Increase high-quality amenities for pedestrians:

- » Terminal Nicol is envisioned a space where people want to spend time.
- » Elements such as shade trees and healthy, well-maintained planting, seating areas, pedestrian-scale lighting, art, attractive fencing, and quality pedestrian paving are important to create this quality (See Components F, G, H, J, and Q).

#### ► Consider social components of planning and design:

- » Terminal Nicol is envisioned as a community that supports a wide range of residents and creates strong social cohesion (see Component AA).

#### What makes a place walkable?

- **It is useful.** Aspects of daily life – shopping, work, entertainment – are close and organized in a way that walking to them is viable.
- **It is safe.** People and cars are equals and there are enough other pedestrians around that it doesn't feel isolated.
- **It is comfortable.** Buildings and landscape create inviting outdoor living rooms, not vast open spaces that feel too large to a pedestrian.
- **It is interesting.** Sidewalks are lined with unique buildings and active uses.

Walkability will be enhanced over time and through the efforts of residents, businesses, and community leaders.



Grocery stand makes an interesting street display



Vibrant commercial street, Bernard Avenue, Kelowna, BC.

### 3.2.3 CYCLING APPROACH



Cycling is an increasingly popular mode of transportation in Nanaimo. During engagement, participants regularly identified cycling limitations on Terminal Nicol, including narrow lanes and fast-moving vehicle traffic. The following directions are provided for cycling:

- ▶ **Direct cycling from Nicol Street to parallel routes on Haliburton & Victoria:**
  - » Haliburton and Victoria are lower volume parallel streets that have more capacity for cycling routes and are identified in the South End Neighbourhood Plan as cycling routes.
  - » Due to the narrow right-of-way and recommendation to maintain four flexible vehicle lanes, the proposed approach focuses cycling routes on parallel streets to Nicol, including Haliburton and Irwin (see Component L).
- ▶ **Integrate cycling as a shared space within the pedestrian area along Terminal Avenue:**
  - » On Terminal, access to parallel routes is limited by steep hills and on-street cycling conflicts with the time-of-day parking proposed for the street. In addition, cyclists on busy streets often feel safer separated from vehicles.
  - » The plan recommends a wider pedestrian area along Terminal to provide a cycling route that is separate from vehicle traffic (see Component L).
  - » Design should ensure a clear, physical separation between pedestrians and cyclists for safety.
- ▶ **Improve connections to and across Terminal Nicol:**
  - » Strong connections at each intersecting block are needed to allow cyclists to easily reach destinations on the corridor.
  - » This includes regularly spaced cyclist / pedestrian crossings (see Component E).
- ▶ **Provide high-quality end-of-trip facilities:**
  - » Add convenient secure bike parking throughout the area, which is currently very limited
  - » Provide a range of options including covered and uncovered bike parking.

#### What factors influence a person's decision to cycle?

- ▶ It is **DIRECT**. There are convenient routes that facilitate direct access from your home to desirable destinations.
- ▶ It is **CONVENIENT**. It is as quick or faster than travel by car, with few obstructions, enough width, and a secure place to park your bike upon arrival.
- ▶ It feels **SAFE**. There is enough separation from automobile traffic and it feels as if cyclists have the priority to use that space.
- ▶ It is **COMFORTABLE**. Routes have smooth, well-maintained, and level surfaces and noise and smells (e.g., exhaust) are not overwhelming.



Bike lane and sidewalk separated from the road in Köln, Germany



Covered bicycle parking, downtown Victoria, BC.

### 3.2.4 TRANSIT APPROACH



Today, transit currently operates on parallel roads to Terminal Nicol as a one-way loop on Victoria and Haliburton. Public input generally indicated this current system works, although there is an issue with cross-corridor connections and pedestrian connections to parallel streets.

Input from RDN Transit indicates that there will be future consideration for rapid transit through Nanaimo, which would likely include a route that passes through Terminal Nicol with stops in key locations.

The following directions are provided for transit:

- ▶ **Re-route regular transit (Route 7) back to Terminal Nicol:**
  - » Reintegration of regular transit on Terminal Nicol to supports animation and pedestrian activity in commercial areas and improves transfer options between local routes and future rapid transit on Terminal Nicol (see Component X).
  - » Transit activity can also help moderate traffic speeds and encourage more multi-modal activity.
- ▶ **Accommodate future rapid transit on Terminal Nicol:**
  - » Rapid Transit would fit well with time-of-day parking, would support traffic calming, and would encourage more pedestrian activity around transit stops (see Component X).
  - » Other transportation ideas such as street cars or shuttles could be considered as a component of a successful transit concept.
- ▶ **Create a high quality environment around transit areas:**
  - » Ensure the pedestrian realm at transit stops is attractive and feels safe.
  - » Create high quality transit infrastructure including bus shelters and seating that supports an attractive streetscape (see Component R).

#### How does transit support revitalization?

- ▶ The RDN's Transit Future Plan shows there's been a steady increase in transit ridership over the past decade and plans target a continued increase in ridership
- ▶ Bringing these riders directly into Terminal Nicol commercial areas will encourage people to visit local businesses
- ▶ Transit brings activity to the street, helping to increase positive activity and passive surveillance
- ▶ Presence of easily accessible transit, especially rapid transit, can be attractive to new residents, encouraging more people to live and work in the area, which in turn supports redevelopment



Mixing practicality and art in Baltimore



As rapid transit is extended along Terminal Nicol, well-designed bus stops should be incorporated into the public realm.



### 3.2.5 DEVELOPMENT APPROACH



High-quality private development is central to successful revitalization. New buildings have a long life-span, underlining the need for development that supports the vision for the future. Poorly planned and designed private developments are a risk for slowing momentum.

Nanaimo's Downtown and South End neighbourhood plans describe a vision for a vibrant and active area that includes mixed-use development with ground floor commercial, increased residential, and an enhanced pedestrian realm. To encourage appropriate development, the plan includes the following directions:

- ▶ **Ensure new development follows strong design guidelines to encourage positive renewal:**
  - » Review relevant City plans, policies, bylaws, and guidelines to consider where updates may be warranted to enhance revitalization of Terminal Nicol (see Component A).
  - » New buildings have a long life-span, so any new buildings should support the community vision.
- ▶ **Encourage development that has a strong relationship with the street:**
  - » Improve the relationship between buildings and the street by making it pedestrian friendly with continuous building frontages and parking lots behind buildings (see Components DD & EE).
  - » Encourage development that includes mixed-uses with ground floor commercial, increased residential, and an enhanced pedestrian realm
  - » Consider innovative land use changes in key areas, such as the Port Place Mall Entry, to encourage more urban development that adds activity to the street (see Component P).
  - » Consider incentives and initiatives that reduce barriers to encourage and support positive development along the corridor.
- ▶ **Create high quality spaces in front of businesses:**
  - » Create an active, attractive, and accessible street environment with space for outdoor seating, merchandise displays, and other pedestrian-friendly elements see Component R).

#### What elements are in well-designed development?

- ▶ Buildings that create a sense of spatial enclosure, framing and defining the street, instilling a greater sense of comfort and intimacy than vast open spaces
- ▶ Building frontages that are continuous and transparent, without gaps, providing a wall of interesting activity and a welcoming feeling
- ▶ Development that respects and reflects context, with buildings sited and designed to fit location, topography, nature, and views
- ▶ Building entrances that connect to the street and invite people to enter
- ▶ Building details and materials that are of high quality and add visual interest, like windows, art, textures, lighting, awnings, and signage



*Mixed-use development with street-oriented commercial and living above. Parking is behind or below the building, not in street-facing parking lots*





## 4 IMPROVEMENT CONCEPTS

The following plans provide an overview of the key concepts for each of the three segments of Terminal Nicol Re-imagined. Each **improvement concept** includes a specific set of strategies and components tailored to support the **principles** and **approaches** described in the previous section.

Each improvement concept is comprised of **components** which seek to improve the corridor in a specific way. Each component on the plans is identified by a letter. Using the reference letters, the reader can find a detailed description for each component in Chapter 6, starting on page 37.

## LEGEND



Component Reference Label  
(refer to Section 6 for details about the component)



Vehicle Lanes



Sidewalk



Time-of-Day Parking



Feature Paving Area



Recommended Cycling Route



Existing O/H Utility Line



Potential Bus Stop Location



Existing Tree (approx. location)



New Tree



Pedestrian-scale lighting



Green space



Retaining wall location



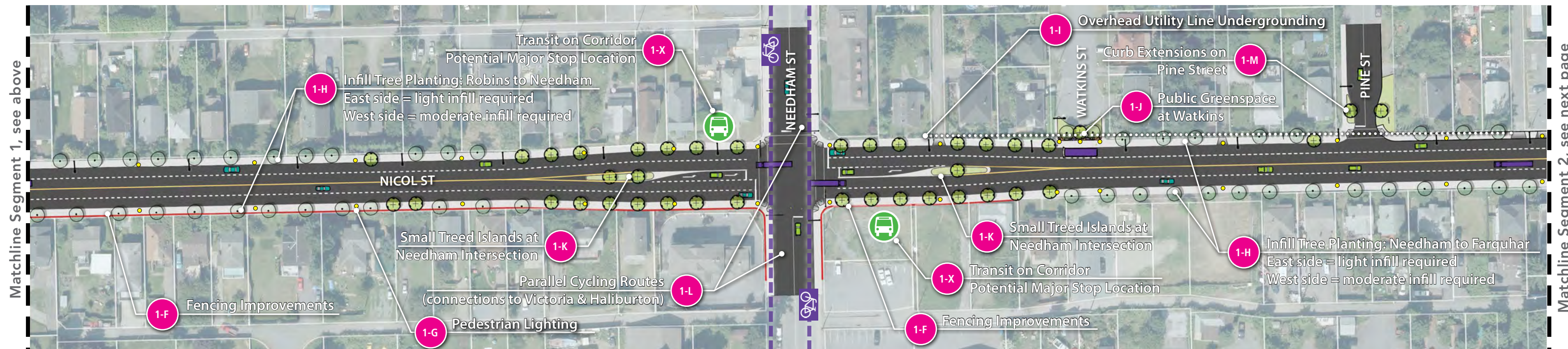
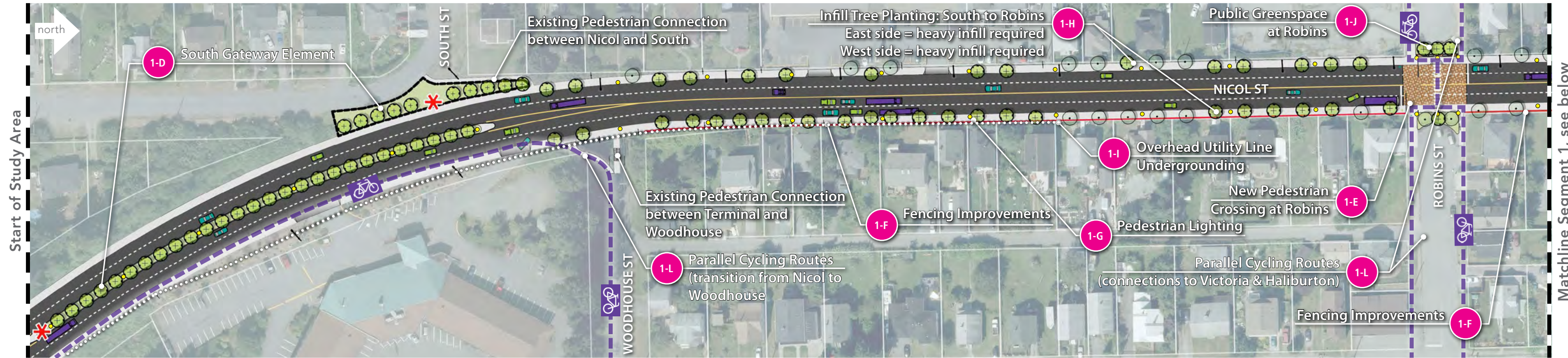
Feature (art, monument, etc.)



## SEGMENT 1: SOUTH STREET TO FARQUHAR STREET

Segment 1 extends along Nicol Street from South Street to Farquhar Street. Land use is primarily residential with some isolated commercial sites and undeveloped lots. The proposed improvements focus on creating a welcoming entry to the City and transitioning motorists from highway to city conditions. Improving visitors' first impressions of the Downtown and South End is achieved by infilling gaps in the street tree network, improving the utilitarian fence lines, and creating a gateway element near the start of Nicol Street. While on-street parking is not recommended initially, it could be considered in the future. New pedestrian crossings make the corridor easier to cross for pedestrians and cyclists.

Key Map



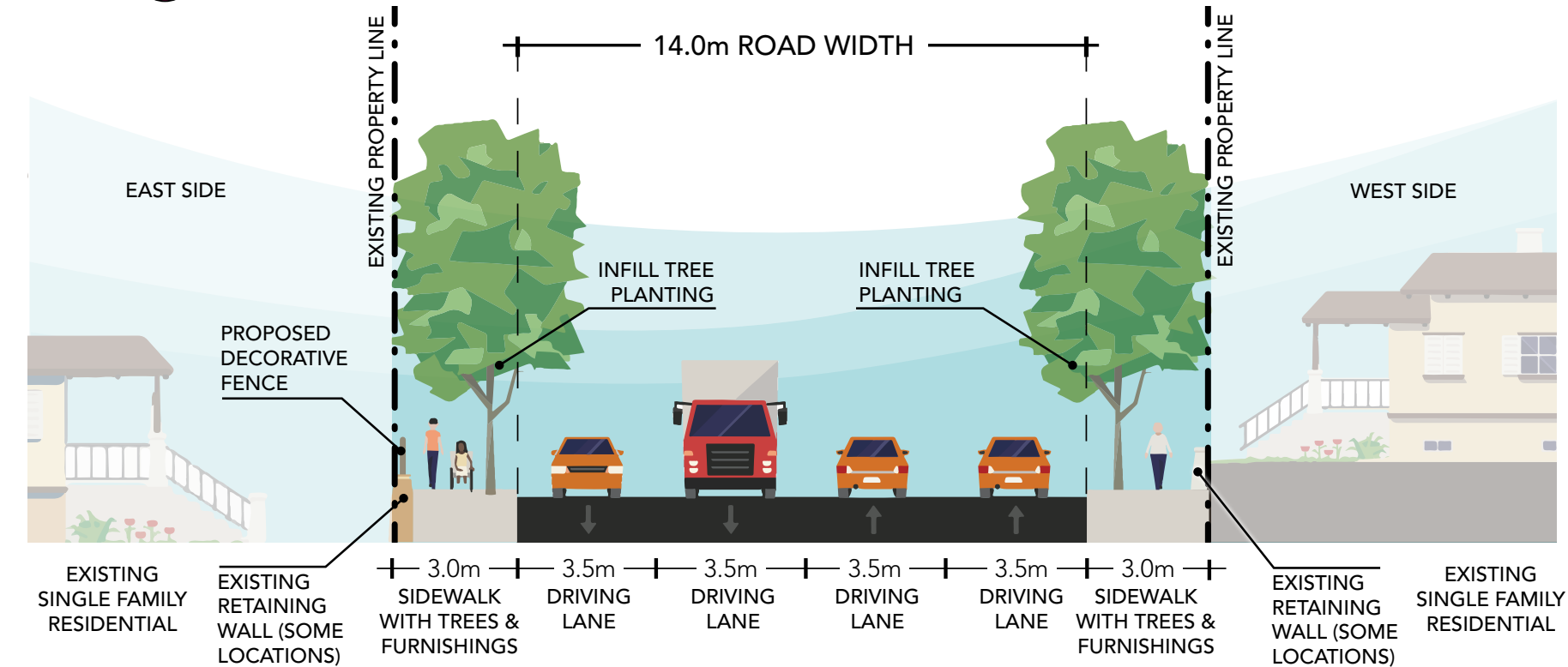


SEGMENT 1: SOUTH STREET TO FARQUHAR STREET - SECTIONS

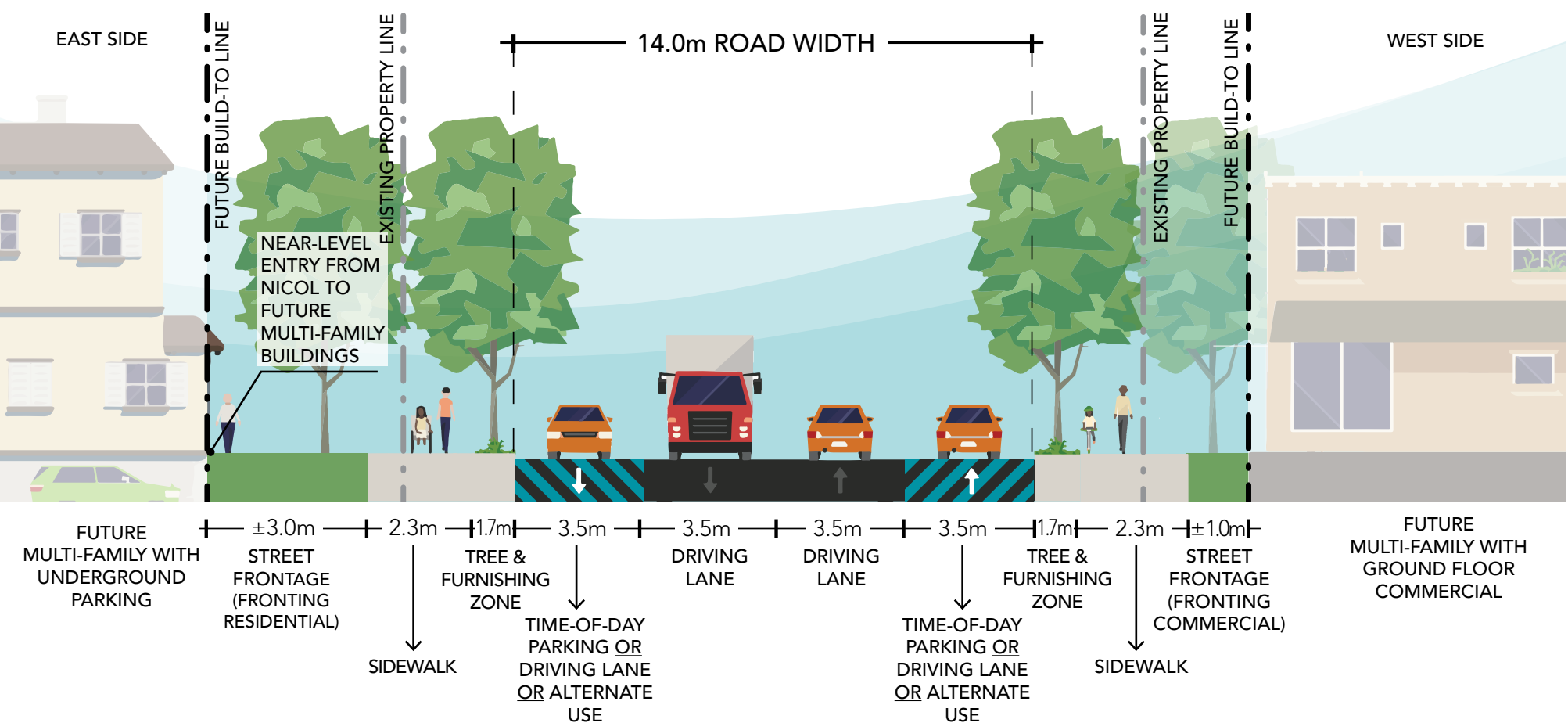
The cross sections show typical elements along Nicol Street within Segment 1.

- Section 1A shows a concept that could be implemented within the existing road right-of-way. A challenge in the short-term will be the limited pedestrian area.
- Section 1B shows a concept that could occur over time with redevelopment, including more multi-family housing. As new development occurs, new building setbacks or additional right-of-way can be secured to expand and improve the pedestrian area. To achieve this change, an expanded pedestrian realm would be required through public right-of-way expansion, development set-back requirements, or a combination of these approaches (see Component R).
- In the medium-term, traffic demands and community desires should be re-evaluated to determine if time-of-day parking should remain, or if the curb lane should transition to a driving lane if traffic demand increases or an alternate use (e.g., permanent parking, cycling) if traffic demand decreases. Functional Design should consider all these potential futures and plan to maximize flexibility.
- **Note:** Building forms shown in the sections are provided as conceptual examples based on future land use planning. Actual building forms will vary.

SECTION 1A POTENTIAL IMPROVEMENTS WITHIN EXISTING ROAD RIGHT-OF-WAY



SECTION 1B POTENTIAL IMPROVEMENTS WITH FUTURE REDEVELOPMENT

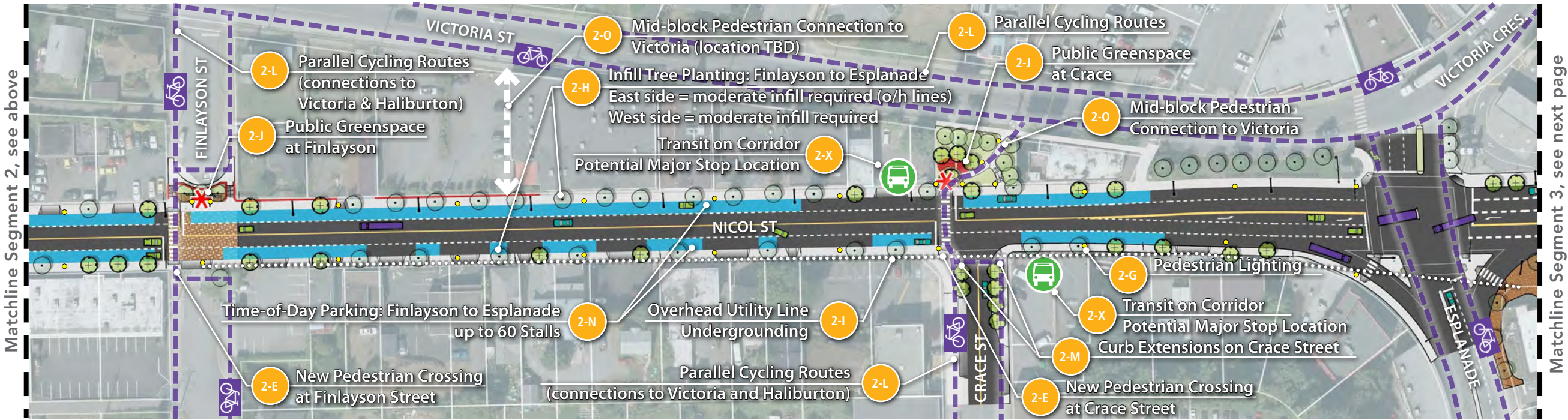
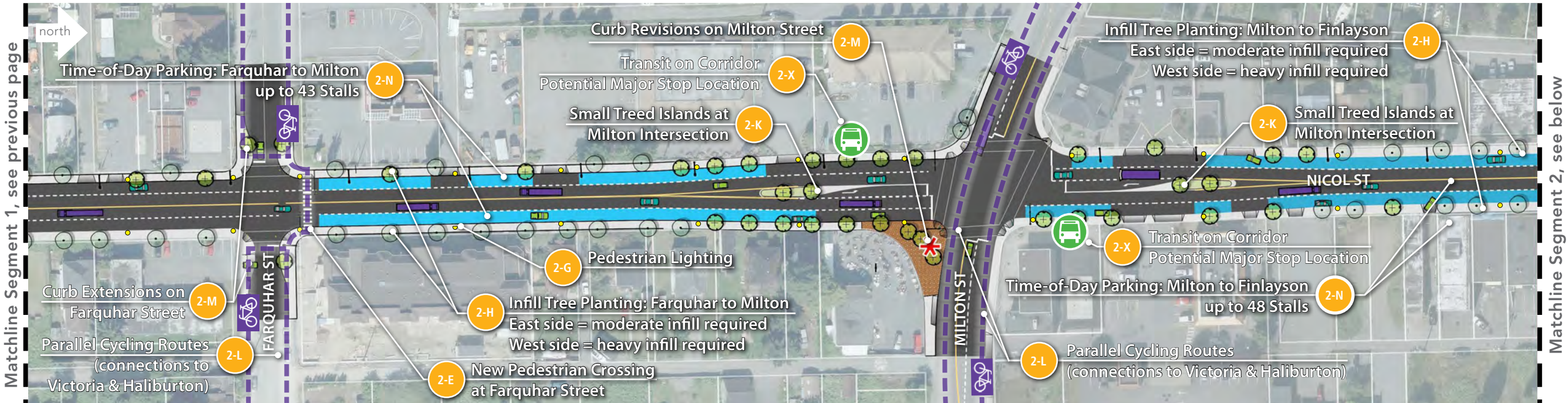
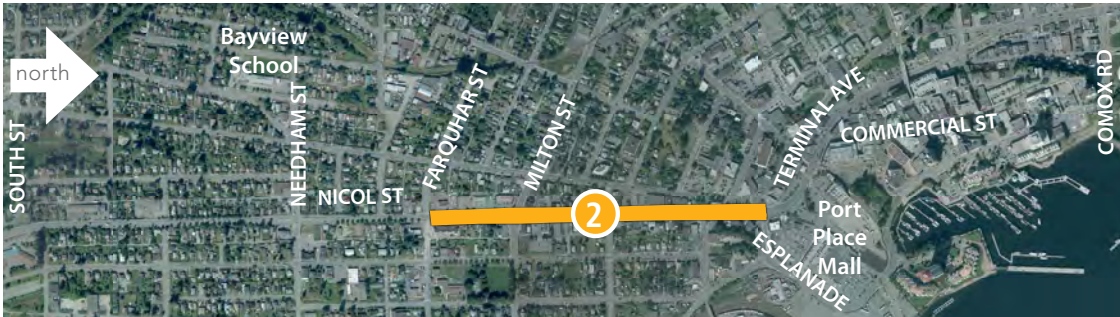




SEGMENT 2: FARQUHAR STREET TO ESPLANADE

At Farquhar Street, the corridor transitions to more commercial land uses. This section features time-of-day parking in the curb lanes on both sides of the street. Other improvements include pedestrian-scale lighting, infilled street trees, and street furniture. Future development provides accesses from lanes or side streets to reduce the need for driveways onto Nicol Street. New off-street parking between buildings and the corridor is discouraged to improve a pedestrian-oriented streetscape and create a continuous street wall.

Key Map



**LEGEND**

- 2-A Component Reference Label (refer to Section 6 for details about the component)
- Vehicle Lanes
- Sidewalk
- Time-of-Day Parking
- Feature Paving Area
- Recommended Cycling Route
- Existing O/H Utility Line
- Potential Future Bus Stop
- Existing Tree (approx. location)
- New Tree
- Pedestrian-scale lighting
- Green space
- Retaining wall location
- Feature (art, monument, etc.)

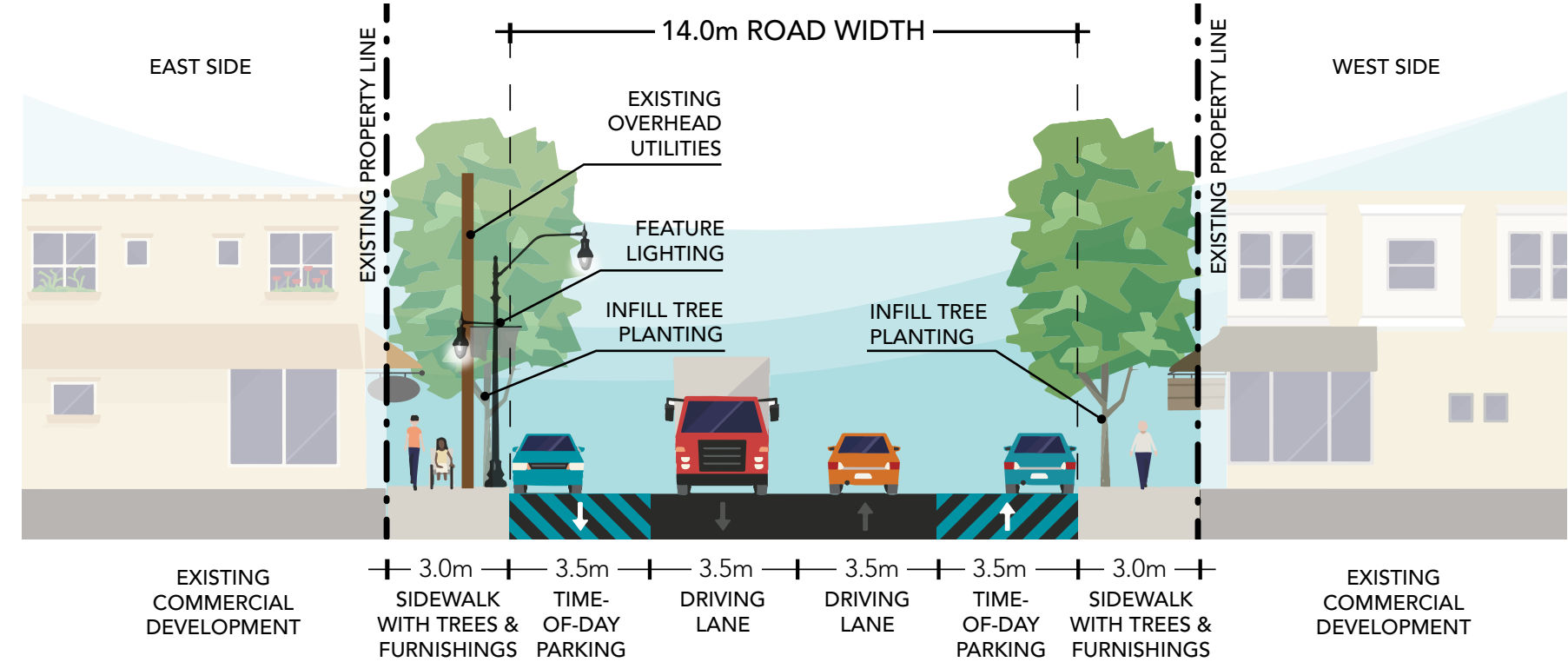


SEGMENT 2: FARQUHAR STREET TO ESPLANADE - SECTIONS

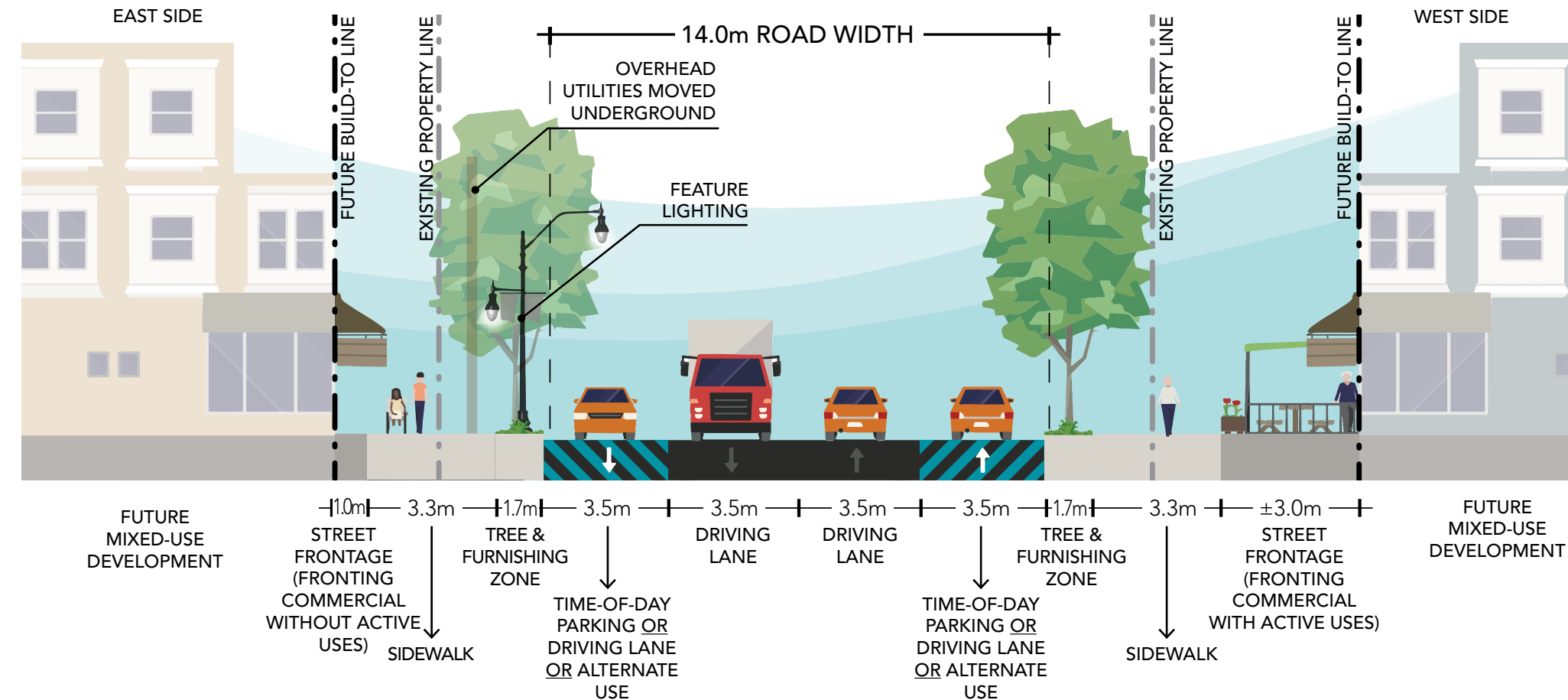
The cross sections show typical elements along Nicol Street within Segment 2.

- Section 2A shows a concept that could be implemented within the existing road right-of-way. Like Segment 1, due to the limited corridor right-of-way, the pedestrian area fronting buildings is narrow.
- Section 2B shows a concept that could occur over time with redevelopment, including more street level commercial, multi-family housing above, a wider sidewalk for pedestrians, and active street uses fronting stores (e.g., patios, sales racks, plaza space). To achieve this change, an expanded pedestrian realm would be required through public right-of-way expansion, development set-back requirements, or a combination of these approaches (see Component R).
- In the medium-term, traffic demands and community desires should be re-evaluated to determine if time-of-day parking should remain, or if the curb lane should transition to a driving lane if traffic demand increases or an alternate use (e.g., permanent parking, cycling) if traffic demand decreases. Functional Design should consider all these potential futures and plan to maximize flexibility.
- **Note:** Building forms shown in the sections are provided as conceptual examples based on future land use planning. Actual building forms will vary.

SECTION 2A POTENTIAL IMPROVEMENTS WITHIN EXISTING ROAD RIGHT-OF-WAY



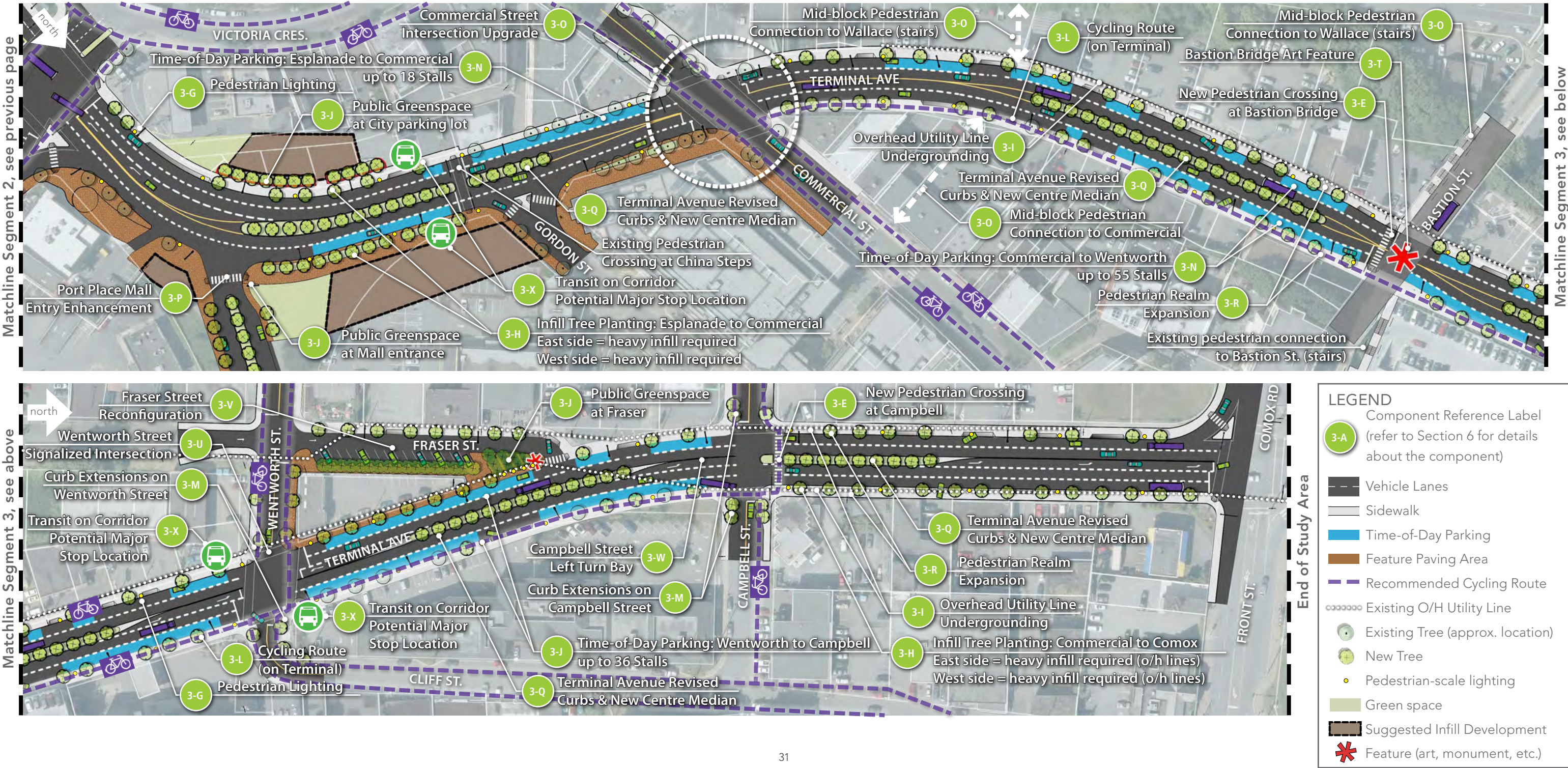
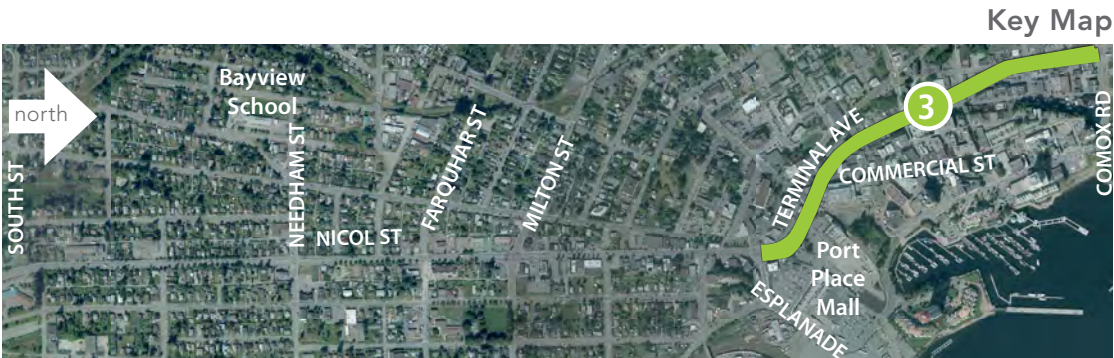
SECTION 2B POTENTIAL IMPROVEMENTS WITH FUTURE REDEVELOPMENT





SEGMENT 3: ESPLANADE TO COMOX / FRONT

Located within the heart of Downtown, Segment 3 is generally auto-oriented commercial with significant surface parking. The Downtown Design Guidelines envision Terminal as a pedestrian-friendly mixed-use area with ground-floor retail and living above. Time-of-day parking and crosswalks at the Bastion Bridge, Wentworth, and Campbell streets are proposed to support a vibrant main street. Pedestrian-scale lighting, street trees, and street furniture increase comfort and cyclists are accommodated on pathways separated from the street. Treed medians and boulevards help moderate speeds and create a more attractive experience. Proposed changes require relocating curbs and adding medians, making it most efficient to coordinate these improvements with upcoming repaving of the street.



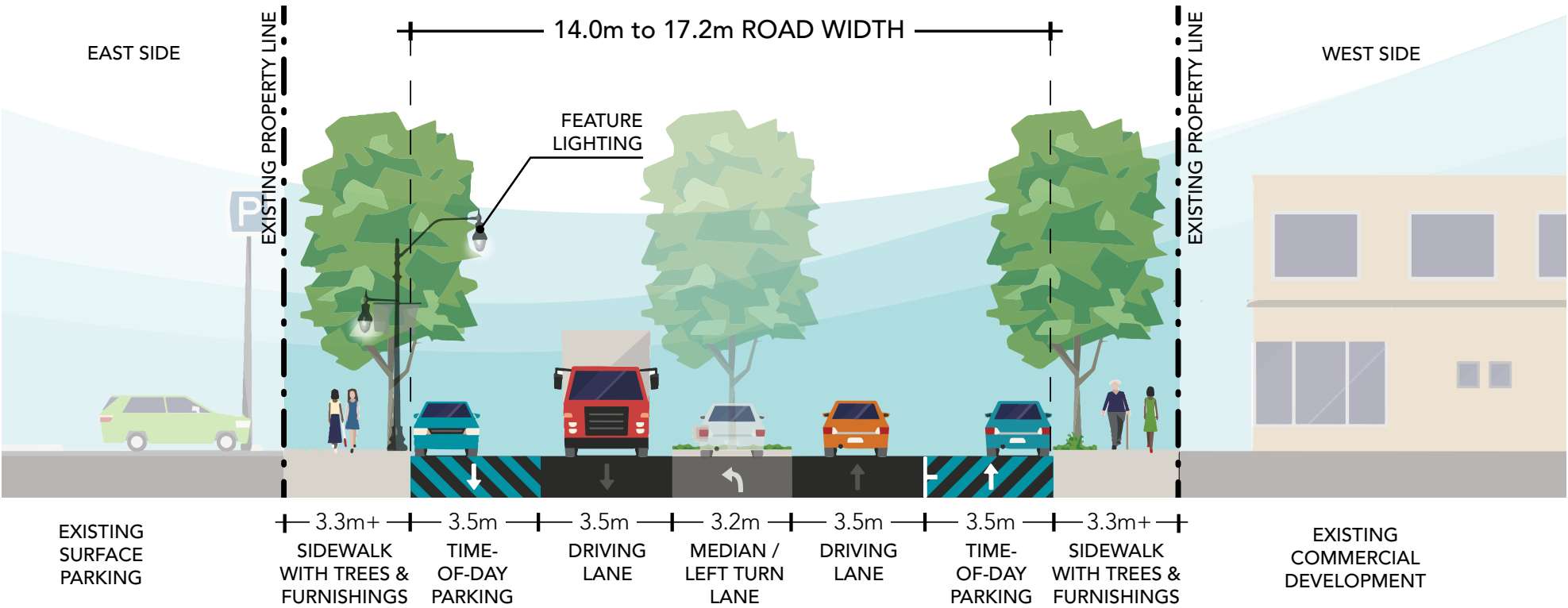


SEGMENT 3: ESPLANADE TO FRONT / COMOX - SECTIONS

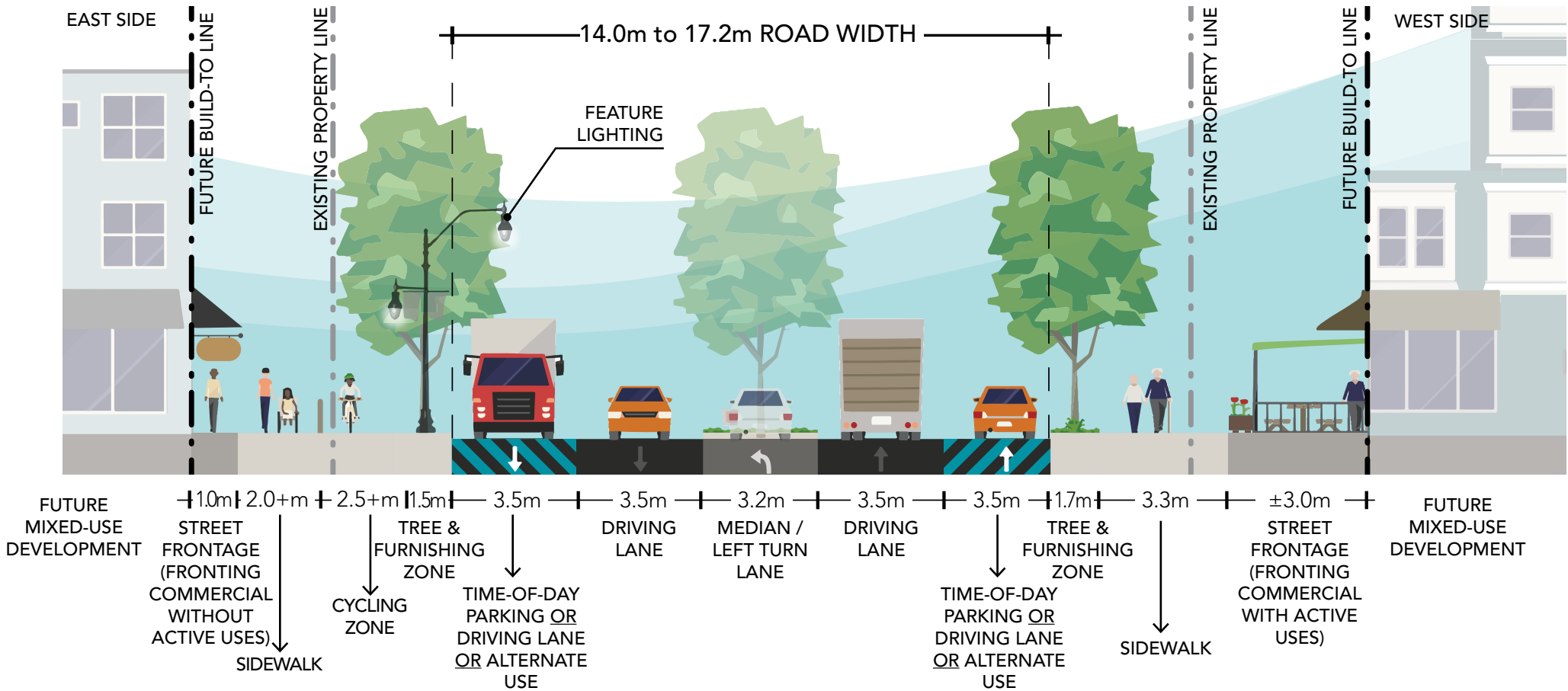
The cross sections show typical elements along Terminal Avenue within Segment 3.

- Section 3A shows a concept that could be implemented generally within the existing road right-of-way.
- Section 3B shows a concept that could occur over time, with redevelopment, including more street level commercial, a wide mixed-use sidewalk for pedestrians and cyclists and room for active street uses fronting stores (e.g., patios, sales displays, plaza space). To achieve this change, an expanded pedestrian realm would be required through public right-of-way expansion, development set-back requirements, or a combination of these approaches (see Component R).
- In the medium-term, traffic demands and community desires should be re-evaluated to determine if time-of-day parking should remain, or if the curb lane should transition to a driving lane if traffic demand increases or an alternate use (e.g., permanent parking, cycling) if traffic demand decreases. Functional Design should consider all these potential futures and plan to maximize flexibility.
- **Note:** Building forms shown in the sections are provided as conceptual examples based on future land use planning. Actual building forms will vary.

SECTION 3A POTENTIAL IMPROVEMENTS WITHIN EXISTING ROAD RIGHT-OF-WAY



SECTION 3B POTENTIAL IMPROVEMENTS WITH FUTURE REDEVELOPMENT







## 5 IMPLEMENTATION

The implementation section provides an overview of potential packages for achieving the Terminal Nicol Reimagined concept. This concept is a long-term outlook that will be achieved over time and in partnership through public and private planning and investment. Implementation should focus on completing short- to medium-term steps that will be catalysts for working towards the overall concept. It is recognized that the Terminal Nicol area will continue to evolve and so it is necessary to be flexible and adapt to new opportunities and challenges that arise.

The following Table 1: Implementation Summary Table compiles a set of implementation "packages" that group aligned components into a potential project. There are several advantages to completing projects in these packages, including cost and labour efficiencies and benefit to the community; however, components could also be implemented individually, based on funding or other opportunities.

The following table includes the following headings:

- ▶ **Potential Package:** Reference name for the package.
- ▶ **Study Segments:** Identification of which segments are included within the recommended package.
- ▶ **Critical Triggers:** Identification of key events before which the components in the package should be completed. If a key trigger happens before Terminal Nicol upgrades are undertaken, there is a risk that opportunities to realize the vision may be compromised (e.g., if road repaving happens before curbs and medians are in place, another opportunity for efficient investment may not occur for 20+ years).
- ▶ **Components:** List of the recommended components included with each package. A detailed description of each component is located in **Section 6** Components of this plan.
- ▶ **Pre-Requisite Packages:** Identification of any Packages that should be completed in advance of undertaking this package.
- ▶ **Preliminary Budget Estimate:** High-level budget estimate for the recommended package for planning purposes.

Refer to **Appendix C: Component Summary** for a detailed assessment of components identified in the Implementation Summary Table.

## A note about preliminary budget estimates.

A key purpose for Terminal Nicol Re-imagined is to set out a realistic framework for moving forward positive change on the corridor. To support this objective, preliminary cost estimates have been developed based on the preliminary concept directions. It is important to recognize these are order-of-magnitude estimates and produced for planning purposes.

Estimates are to a Class D level which is defined by the Association of Professional Engineers and Geoscientists of British Columbia as follows:

**Class D estimate ( $\pm 50\%$ ):** A preliminary estimate which, due to little or no site information, indicates the approximate magnitude of cost of the proposed project, based on the client's broad requirements. This overall cost estimate may be derived from lump sum or unit costs for a similar project. It may be used in developing long term capital plans and for preliminary discussion of proposed capital projects.

In all cases, budget estimates will need to be refined during functional design and future design development.

Planning estimates DO NOT include acquisition costs.

Table 1: Implementation Summary Table

POTENTIAL PACKAGE	STUDY SEGMENTS	CRITICAL TRIGGERS	COMPONENTS	PRE-REQUISITE PACKAGES	PRELIMINARY BUDGET ESTIMATE
ALL SEGMENTS					
Policy Review	1, 2, 3	► New Development / Redevelopment	► A: City Policy, Plans, & Bylaw Review	None	n/a
Functional Design Segment 3	3	► Road Repaving ► Utility Upgrades ► New Development / Redevelopment	► B: Functional Design	None	\$250,000
Functional Design Segment 2	2			None	\$125,000
Functional Design Segment 1	1			None	\$75,000
Tree Assessment	1, 2, 3		► H: Infill Tree Planting Assessment (existing tree assessment)	None	\$30,000
Development Marketing	1, 2, 3		► C: Marketing & Encouraging Development	None	\$14,000
Terminal Avenue / Commercial Street Intersection Study	3	► Road Repaving ► New Development / Redevelopment	► S: Commercial Street Intersection Upgrades (intersection study)	None	\$150,000
Cycling Route Planning & Implementation	1, 2, 3	► Haliburton / Victoria Street Upgrades	► L: Parallel Cycling Routes	None	\$100,000
Transit on Corridor	1, 2, 3			Functional Design & Policy Review	\$145,000
SEGMENT 3: TERMINAL AVENUE					
Terminal Avenue: Curbs, Medians, & Intersections	3	► Road Repaving	► E: New Pedestrian Crossings (Wentworth, Campbell) ► M: Curb Extensions / Revisions on Cross Streets (Wentworth, Campbell) ► Q: Terminal Avenue Revised Curbs & New Centre Median ► S: Commercial Street Intersection Upgrades <i>(not included in estimate**)</i> ► U: Wentworth Street Signalized Intersection ► W: Campbell Street Left Turn Bay	Functional Design & Policy Review	\$3.35 M to \$3.9 M*
Terminal Avenue: Time-of-Day Parking & Pedestrian Enhancements	3	► New Development / Redevelopment	► E: New Pedestrian Crossings (Bastion Bridge) ► N: Time-of-Day Parking (Esplanade to Campbell) ► O: Mid-Block Pedestrian Connections to Parallel Streets (to Commercial and Wallace) <i>(funding TBD during redevelopment)</i>	Functional Design & Policy Review  Terminal Avenue: Curbs, Medians, & Intersections	\$100,000 - \$300,000
Bastion Street Bridge Improvements	3	► Bastion Bridge Upgrades	► O: Mid-Block Pedestrian Connections to Parallel Streets (stairs to Wallace at Bastion Bridge) ► T: Bastion Street Bridge Art Feature	Functional Design & Policy Review	\$250,000 - \$650,000

\* For this package, efficiencies would be gained by completing the project components as a single package (rather than completing components one at a time). To acknowledge these potential efficiencies, a 10% efficiency multiplier is subtracted from the lower range.

\*\* Cost information for upgraded the Commercial Street Intersection would vary significantly by design and is too variable to determine preliminary costs at this stage of design development. Costing to be determined at functional design development. If upgrades proceed, costs would be in addition to the provided estimate.



POTENTIAL PACKAGE	STUDY SEGMENTS	CRITICAL TRIGGERS	COMPONENTS	PRE-REQUISITE PACKAGES	PRELIMINARY BUDGET ESTIMATE
Fraser Street Reconfiguration	3	► New Development / Redevelopment	► J: Public Greenspaces / Pocket Parks (Fraser) ► V: Fraser Street Reconfiguration	Functional Design & Policy Review	\$1.0 M
Port Place Mall Entry	3	► New Development / Redevelopment	► J: Public Greenspaces / Pocket Parks (Port Place Mall) ► P: Port Place Mall Entry Enhancement ► R: Pedestrian Realm Expansion	Functional Design & Policy Review	Funding TBD during future development
Terminal Avenue: Pedestrian Area Improvements	3	► New Development / Redevelopment ► New Sidewalks	► G: Pedestrian Lighting ► H: Infill Tree Planting ► I: Overhead Utility Line Undergrounding <i>(not included in estimate)</i> ► R: Pedestrian Realm Expansion <i>(funding TBD during redevelopment)</i>	Functional Design & Policy Review	\$700,000 to \$1.45 M* (excludes potential costs for overhead utility line undergrounding**)
SEGMENT 2: NICOL STREET – FARQUHAR TO ESPLANADE					
Nicol Street: Time-of-Day Parking & Pedestrian Enhancements – Farquhar to Esplanade	2	► New Development / Redevelopment	► E: New Pedestrian Crossings (Farquhar, Finlayson, Crace) ► H: Infill Tree Planting ► J: Public Greenspaces / Pocket Parks (Crace) ► N: Time-of-Day Parking (Farquhar to Esplanade) ► O: Mid-Block Pedestrian Connections to Parallel Streets (to Victoria at Crace)	Functional Design & Policy Review	\$600,000 to \$1.3 M
Nicol Street: Pedestrian Area Improvements – Farquhar to Esplanade	2	► New Development / Redevelopment ► New Sidewalks	► F: Fencing Improvements ► G: Pedestrian Lighting ► I: Overhead Utility Line Undergrounding <i>(not included in estimate)</i> ► J: Public Greenspaces / Pocket Parks (Finlayson) ► K: Small Treed Islands at Intersections (Milton) ► M: Curb Extensions / Revisions on Cross Streets (Farquhar, Crace, Milton) ► R: Pedestrian Realm Expansion <i>(funding TBD during redevelopment)</i>	Functional Design & Policy Review	\$1.1 M to \$1.5 M* (excludes potential costs for overhead utility line undergrounding**)
SEGMENT 1: NICOL STREET – SOUTH TO FARQUHAR					
Nicol Street: Circulation Improvements - South to Farquhar	1	► Road Repaving / Upgrades	► E: New Pedestrian Crossings (Robins) ► H: Infill Tree Planting ► J: Public Greenspaces / Pocket Parks (Robins) ► K: Small Treed Islands at Intersections (Needham) ► M: Curb Extensions / Revisions on Cross Streets (Pine)	Functional Design & Policy Review	\$450,000 to \$925,000*
Nicol Street: Pedestrian Area Improvements – South to Farquhar	1	► New Development / Redevelopment ► New Sidewalks	► F: Fencing Improvements ► G: Pedestrian Lighting ► I: Overhead Utility Line Undergrounding <i>(not included in estimate)</i> ► J: Public Greenspaces / Pocket Parks (Watkins) ► R: Pedestrian Realm Expansion <i>(funding TBD during redevelopment)</i>	Functional Design & Policy Review	\$775,000 to \$950,000* (excludes potential costs for overhead utility line undergrounding**)
South Nanaimo Gateway Element	1		► D: South Gateway Element	Functional Design & Policy Review	\$400,000 to \$800,000

\* For this package, efficiencies would be gained by completing the project components as a single package (rather than completing components one at a time). To acknowledge these potential efficiencies, a 10% efficiency multiplier is subtracted from the lower range.

\*\* Cost information for undergrounding utility lines is too variable to determine preliminary costs at this stage of design development. Costing to be determined at functional design development. If determined desirable, undergrounding costs would be in addition to the provided estimate.



## 6 COMPONENTS

The following section describes in further detail the proposed components outlined in the improvement concepts (see **Section 4**). Each component is summarized on the following pages, including the following information:

- ▶ **Key Principles:** Study principles that the component addresses (see Section 3.1: Principles for descriptions).
- ▶ **Description:** A brief description of the component and what it will achieve.
- ▶ **Location:** Key map showing the approximate component location(s) within the Study area.
- ▶ **Rationale:** Background on why the component is being considered.
- ▶ **Potential Challenges:** Identification of foreseeable issues that will require resolution as the component is developed.
- ▶ **Design Considerations:** Design elements to be addressed as the component is developed.
- ▶ **Actions:** Suggested steps to moving the component forward.
- ▶ **Preliminary Capital Cost Allowance:** Preliminary cost estimate for implementing each action. Estimated costs are approximate based on general concepts and typical unit costs and do not include land acquisition, utilities, potential unknown constraints, or refined design. Estimates are to a Class D level estimate ( $\pm 50\%$ ) provided for planning purposes only and will require refinement and verification during functional design.
- ▶ **Parties Involved:** Suggested agencies, groups, or organizations that may need to be involved.



## 6.1 OVERVIEW OF COMPONENTS

### STREETSCAPE COMPONENTS

- A** City Policy, Plans, & Bylaw Review
- B** Functional Design
- C** Marketing & Encouraging Development
- D** South Gateway Element
- E** New Pedestrian Crossings
- F** Fencing Improvements
- G** Pedestrian Lighting
- H** Infill Tree Planting
- I** Overhead Utility Line Undergrounding
- J** Public Greenspaces / Pocket Parks
- K** Small Treed Islands at Intersections
- L** Parallel Cycling Routes
- M** Curb Extensions / Revisions on Cross Streets
- N** Time-of-Day Parking
- O** Mid-Block Pedestrian Connections to Parallel Streets
- P** Port Place Mall Entry Enhancement
- Q** Terminal Avenue Revised Curbs & New Centre Median
- R** Pedestrian Realm Expansion
- S** Commercial Street Intersection Upgrades
- T** Bastion Street Bridge Art Feature
- U** Wentworth Street Signalized Intersection
- V** Fraser Street Reconfiguration
- W** Campbell Street Left Turn Bay
- X** Transit on Corridor

### PLANNING GUIDELINES

- AA** Promote Social Inclusion & Positive Community Growth
- BB** Incorporate Environmental Improvements into Streetscape Enhancements
- CC** Incorporate Historical and Cultural Features
- DD** Reduce Driveway Accesses
- EE** Reduce Street-Facing Parking Lots
- FF** Create Significant and Sustainable Planting

## 6.2 STREETSCAPE COMPONENTS

# A

### City Policy, Plans, & Bylaw Review

Study Segments: 1, 2, 3

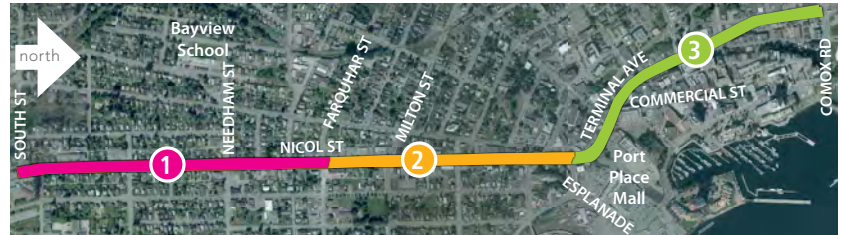
KEY PRINCIPLES:



#### Description:

Undertake a City of Nanaimo review of relevant plans, policies, bylaws, and guidelines related to Terminal Nicol for consistency to consider where updates may be warranted to support and enhance revitalization of Terminal Nicol.

#### Location: All Segments



#### Rationale:

- ▶ Over the years, multiple planning documents including the OCP, neighbourhood plans, zoning bylaw, and subdivision bylaw, have been created and provide guidance to improvements in the Downtown and South End.
- ▶ The risk of ambiguous or conflicting policy is development that fails to make progress towards the community's vision.
- ▶ An internal review of key policies and plans will allow the City to align and strengthen guiding documents with a focus on how they apply to Terminal Nicol.

#### Design Considerations:

- ▶ Plan and policy updates should reflect the vision for the area that has been established through the Downtown Plan and South End Neighbourhood Plans.
- ▶ The plan and policy review is recommended to be concurrent with Functional Design (see Component B) to ensure a full planning and design package is in place to guide future opportunities.

Actions	Preliminary Capital Cost Allowance	Parties
A-1 Undertake a review of relevant plans, policies, bylaws, and guidelines related to Terminal Nicol for consistency and to consider where updates may be warranted to support and enhance revitalization of the area.	City Staff	CoN
A-2 Report back to Council with a strategy to implement the Terminal Nicol Re-imagined improvement concepts and components.	City Staff	CoN



# B

## Functional Design

Study Segment: 1, 2, 3

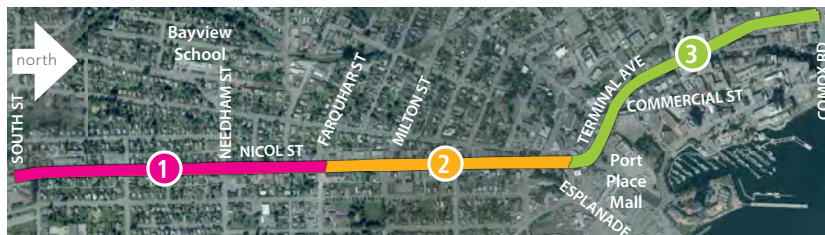
KEY PRINCIPLES:



### Description:

Complete functional design to advance the concepts recommended in TN Re-imagined to be prepared for implementation funding and development opportunities.

### Location: All Segments



### Rationale:

- ▶ Terminal Nicol Re-imagined lays out a strategy for investing in this corridor. To move projects forward to implementation, functional design is required to refine concept components to tender-ready design.
- ▶ Functional design will:
  - » Complete detailed traffic analysis to confirm how changes will affect traffic movement on the corridor.
  - » Study time-of-day parking windows and prepare a plan to pilot the concept.
  - » Detail pedestrian-realm components including sidewalks, amenities, and planting.
  - » Analyze traffic movements such as turning radii, sightlines, stopping distances, and turn bays to develop road geometry.
  - » Consider incorporation of stormwater management components.
  - » Advance preliminary costing to better estimate costs of implementing proposed improvements.
  - » Recommend phasing for implementation.
- ▶ Having a complete functional design will allow the City and partners to seek funding opportunities, aligned projects (e.g., road repaving), new development, or other opportunities that support improvements

### Design Considerations:

- ▶ Functional design should include both the road alignment within the curbs and the adjacent pedestrian areas.
- ▶ It would be most efficient to complete functional design for all three segments of the corridor at one time; however, if funding does not permit, the highest priority for functional design is Segment 3: Esplanade to Comox/Front due to anticipated infrastructure renewal projects in this segment.
- ▶ Functional Design should plan for future flexibility in the curb lane to allow a range of potential future uses including maintaining time-of-day parking, transitioning back to four full driving lanes, or transitioning to permanent parking in the curb lane.

Actions	Preliminary Capital Cost Allowance	Parties
A-3 Complete functional design for Segment 3.	\$250,000	CoN / MoTI
A-4 Complete functional design for Segment 2.	\$125,000	CoN / MoTI
A-5 Complete functional design for Segment 1.	\$75,000	CoN / MoTI

# C

## Marketing & Encouraging Development

Study Segments: 1, 2, 3

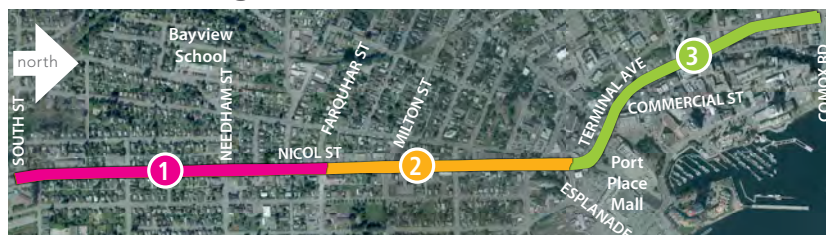
KEY PRINCIPLES:



### Description:

Build awareness and interest in the Terminal Nicol Re-imagined concept to encourage private renewal and reinvestment in the area.

### Location: All Segments



### Rationale:

- ▶ Private development and renewal is a significant part of achieving a desired vision.
- ▶ While parts of the Downtown and South End have been enjoying recent renewal, private investments on Terminal Nicol have been relatively limited.
- ▶ The DNBIA has been undertaking work to reduce barriers to new development in the Downtown, including analysis of historical contamination issues and environmental requirements.
- ▶ Helping to reduce perceived barriers to development, combined with public investment in the streetscape, will encourage land owners to invest in improving their properties.

### Design Considerations:

- ▶ A combination of efforts from the City, DNBIA, NEDC, and other partners will help promote Terminal Nicol as an exciting location for investment.
- ▶ Considerations for incentives, permissive tax exemptions or other methods of encouraging desirable development in the area may warrant consideration.

Actions	Preliminary Capital Cost Allowance	Parties
C-1 Maintain the Terminal Nicol Re-imagined identity for consistency and momentum.	n/a	DNBIA / NEDC
C-2 Undertake marketing, including web presence, social media, video, articles, or advertisements to inform people about Nanaimo's Downtown gateway.	\$10,000	DNBIA / NEDC
C-3 Create a developer package to inform potential investors about the area's development potential.	\$4,000	CoN / DNBIA / NEDC
C-4 Continue to remove barriers and consider incentives to create a development atmosphere that encourages a thriving, active gateway.	n/a	CoN / DNBIA / NEDC



# D

## South Gateway Element

Study Segment: 1

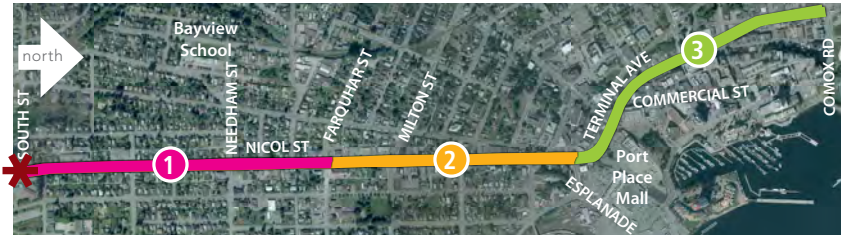
KEY PRINCIPLES:



### Description:

Provide a notable entry to Nanaimo's urban area by developing a feature median, gateway element on the west slope below Harbourview Street, and/or a gateway feature within the roadway as the road transitions from rural to urban.

### Location:



### Rationale:

- ▶ There is a need to signal to motorists that they are entering an urban area and support a shift from "highway driving mode" to "city driving mode" and encourage motorist speed reduction.
- ▶ The concept of creating a sense of arrival to the South End was strongly supported by public input.
- ▶ Many study participants expressed a desire to improve the visual experience when entering the City from the south.
- ▶ The ROW south of South St. is +/- 35 m wide, providing more space with fewer constraints for widening the road to include a median.

### Potential Challenges:

- ▶ Grade changes near road edges and existing vegetation would need to be considered.
- ▶ Locations of existing utility poles would need to be confirmed.
- ▶ Potential affects on existing private landscape that is within the ROW.
- ▶ Initial capital and ongoing maintenance costs.

### Design Considerations:

- ▶ Several potential gateway elements were discussed during the process, including:
  - » A green median starting south of South Street with large trees, feature lighting, signage, and art. The length and location of the potential median would need to be determined. The concept shows it starting before the curve onto Nicol to maximize visibility.
  - » An art element incorporated into the visible slope that sits between Harbourview Street and Nicol Street.
  - » An art element within the roadway that traffic diverts around.



The Town of Lake Cowichan recently developed a planted median with feature lighting and banners at the Town entry.

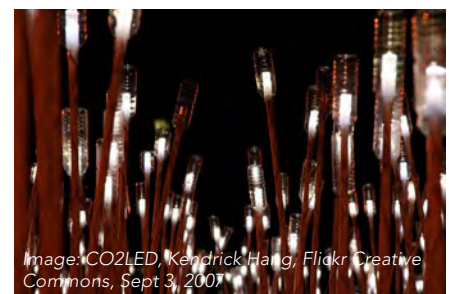
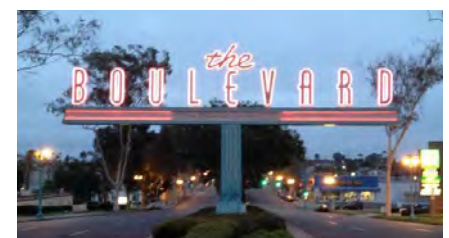


Image: CO2LED, Kendrick Harg, Flickr Creative Commons, Sept 3, 2007

Art features can be used to mark a gateway. Art installation CO2LED used solar powered light features made from recycled material within a median in Arlington, VA.



The Boulevard Sign marks the entry to El Cajon Boulevard in San Diego, CA

## Concept:



Actions	Preliminary Capital Cost Allowance	Parties
D-1 Develop a new gateway median and feature and/or an art piece within the adjacent slope.	\$400,000 to \$800,000*	CoN / MoTI

\* The cost of art elements can vary significantly.



# E

## New Pedestrian Crossings

Study Segments: 1, 2, 3

KEY PRINCIPLES:



### Description:

Consider new pedestrian crossings at:

- ▶ Robins Street
- ▶ Bastion Bridge
- ▶ Farquhar Street
- ▶ Wentworth Street (see Component U)
- ▶ Finlayson Street
- ▶ Campbell Street (see Component W)
- ▶ Crace Street

### Location:



### Rationale:

- ▶ There are limited pedestrian crossings along Terminal Nicol; in some locations, the nearest crosswalk is over 500 m away. With the above addition of the crossings, the longest distance between marked crosswalks would be 300 m and there would be more crossings in the busiest parts of the corridor.
- ▶ Participants in the Study identified Terminal Nicol as a "barrier" to commercial, institutional, and recreational destinations on both sides of the corridor. Improved pedestrian crossings would help reduce this effect.
- ▶ More frequent pedestrian crossings help slow traffic and increase motorist awareness that they are driving within a shared space that includes pedestrians.
- ▶ Public input identified pedestrian crossings as a significant need within the Study area. Comments identified safety concerns related to jay-walking in locations without marked crossings.
- ▶ More frequent pedestrian crossings support businesses by providing walkability and making it easier to access businesses on both sides of Nicol Street and Terminal Avenue.
- ▶ During times when on-street parking is available on only one side of the street (see Component N), crosswalks will support access to both sides of the street.

### Potential Challenges:

- ▶ Cumulative effects on traffic flow from additional pedestrian crossings will need to be analyzed.

### Design Considerations:

- ▶ Consider integrated design features such as changes in paving, surface texture, and feature lighting to further identify pedestrian crossings and improve traffic calming.
- ▶ Crossings should accommodate both cyclists and pedestrians.
- ▶ The appropriate type of pedestrian crossings (e.g., signed, pedestrian activated flashers, overhead flashers, pedestrian traffic signal, etc.) would be determined during functional design.

There are currently six existing pedestrian crossings within the 2.7 km Study area:

- ▶ Needham Street (traffic signal)
- ▶ Milton Street (traffic signal)
- ▶ Esplanade (traffic signal)
- ▶ China Steps (pedestrian traffic signal)
- ▶ Commercial Street (traffic signal)
- ▶ Comox / Front Street (traffic signal)



Existing pedestrian traffic signal at China Steps.



Lit pedestrian crosswalk in Burnaby.



In Tofino, custom crosswalks were created to meet MoTI requirements, while incorporating playful element.



Changes in paving texture can help signal to both pedestrians and motorists that there is a multi-modal space.

Actions	Preliminary Capital Cost Allowance*	Parties
E-1 Develop the Finlayson Street Crosswalk.	\$50,000 to \$250,000	CoN / MoTI
E-2 Develop the Farquhar Street Crosswalk.	\$50,000 to \$250,000	CoN / MoTI
E-3 Develop the Crace Street Crosswalk.	\$50,000 to \$250,000	CoN / MoTI
E-4 Develop the Bastion Bridge Crosswalk.	\$50,000 to \$250,000	CoN / MoTI
E-5 Develop the Robins Street Crosswalk.	\$50,000 to \$250,000	CoN / MoTI
E-6 Develop the Wentworth Street Crosswalk as a component of the Wentworth Street Signalized Intersection (see Component U).	Refer to Comp. U	CoN / MoTI
E-7 Develop the Campbell Street Crosswalk.	\$50,000 to \$250,000	CoN / MoTI

\* Cost estimates assume that crosswalks on Terminal Nicol would likely require treatment that is beyond a signed crosswalk (e.g., pedestrian warning flashers or pedestrian traffic signals). Final costs will be based on the type of signal determined during functional design.



# F

## Fencing Improvements

Study Segments: 1, 2

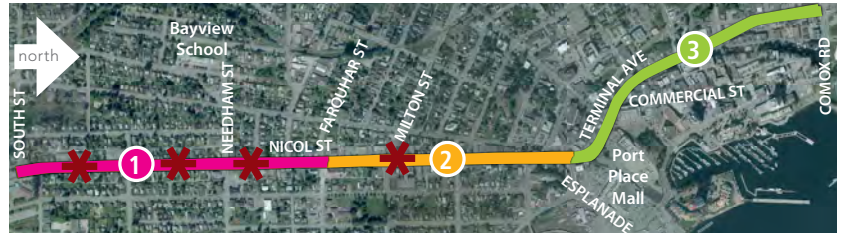
KEY PRINCIPLES:



### Description:

Consider upgrades to the existing fencing along Nicol to be both functional and attractive. Provide guidelines for public and private fences to support the desired aesthetic for the street.

### Location:



### Rationale:

- ▶ To manage the grade change between the street and adjacent properties, a retaining wall is required between the road and residential lots on the east side of Nicol from Woodhouse to just past Needham and at the corner of Milton.
- ▶ The current fencing on the wall is a two-rung steel guardrail fence that is functional, but offers little aesthetic value, noise attenuation, or privacy. Over time, residents have added panels or other changes to reduce noise / visibility impacts on their lot.
- ▶ The corridor also has locations where fencing is not required by grade, but property owners have built fences in a range of styles for privacy or security. In many cases, height or materials (e.g., chain link, solid wood) negatively affect the pedestrian environment.
- ▶ Replacing the existing fence with an enhanced style of fence would improve the visual appeal of the City's entry while addressing residents' concerns about noise and visual impacts.

### Potential Challenges:

- ▶ Costs for high-quality fencing.
- ▶ The existing retaining wall would need to be assessed to ensure changes do not compromise its function.

### Design Considerations:

- ▶ Fencing height should be low (+/- 1.2 m high) to provide separation, but not impose on the adjacent public sidewalk.
- ▶ Visual and noise protection for adjacent residences should be a design consideration.
- ▶ Unique materials and details that are interesting to both motorists and pedestrians should be used wherever possible.
- ▶ Chain link fencing should not be permitted.



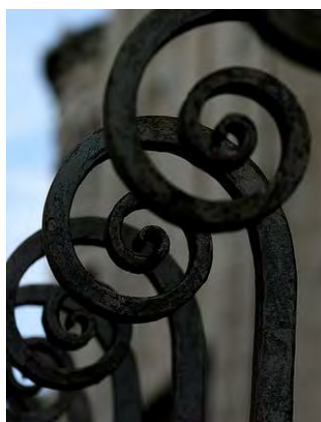
The existing retaining wall and rail fence where grade protection is needed add little character to the streetscape.



Over time, residents have modified the existing fence to add more visual or noise protection.



In some locations, chain link fencing is used, which does not support an attractive pedestrian atmosphere.



Design feature details can help relate fencing to the pedestrian scale.



On Memorial Avenue in Qualicum Beach, stone columns with evergreen hedges are used to separate the road corridor and residential properties.



Mixing materials can help create the feeling of privacy while maintaining some connection to the street.

### Approximate Extents of Fencing required to manage retaining walls within the Study Area



Actions	Preliminary Capital Cost Allowance	Parties
F-1 Develop, in consultation with residents and stakeholders, a design for upgraded, attractive fencing where grade separation is needed. Review the existing retaining walls for structural longevity.	\$15,000	CoN / MoTI / Stakeholders
F-2 Replace fencing along Segment 1 of the corridor in locations where it is required for managing grade changes (i.e., locations with a grade change over 600 mm).	\$260,000*	CoN / MoTI
F-3 Replace fencing along Segment 2 of the corridor in locations where it is required for managing grade changes (i.e., locations with a grade change over 600 mm).	\$100,000*	CoN / MoTI
F-4 Review, update, and enforce fencing standards / guidelines for Nicol Street to ensure private owners build and maintain fencing that fits with the envisioned design character for the street (e.g., limited height, no chain link, consistent materials, etc.)	Staff Time	CoN
F-5 Consider a program that encourages replacement of existing private fencing with new fencing details along the corridor that is not required for managing grade change, but is part of the overall entry experience.	TBD	CoN / Property Owners

\* Estimate assumes that retaining wall upgrades are not required. If upgrades are determined to be required, additional costs would occur.



# G

## Pedestrian Lighting

Study Segments: 1, 2, 3

KEY PRINCIPLES:



### Description:

Consider adding pedestrian lighting to the corridor to enhance public sense of safety, function, and attractiveness. Focus initial investments on areas with higher pedestrian use (Segments 2, 3).

### Location:



### Rationale:

- ▶ Currently most lighting along Terminal Nicol is from highway cobra-head light standards.
- ▶ Pedestrian lighting helps increase illumination for sidewalk areas, reducing dark spots and helping increase the feeling of safety within the corridor.
- ▶ Pedestrian lighting can have strong aesthetic value and contribute to traffic calming.

### Potential Challenges:

- ▶ Costs to install pedestrian lighting the length of the corridor.
- ▶ Electrical wiring would need to be installed, likely requiring removal and replacement of paved areas. These efforts would be best coordinated with concurrent street or sidewalk upgrades.

### Design Considerations:

- ▶ Consider custom lighting solutions as a strong statement and entry feature welcoming people into the Downtown area.
- ▶ Consider integrating public art within lighting design.
- ▶ Select lighting that contributes to the overall design character desired for the corridor.
- ▶ Because new lighting will require installation of power conduits, coordinate with other street upgrades to minimize costs.
- ▶ Consider addition of decorative lighting (e.g., light strands in trees) in addition to street lighting.



Typical cobra head light standard on Terminal Nicol.



Light standards on Commercial Street



Custom street lighting on Bernard Avenue in Kelowna includes both pedestrian-scale and road scale components, with integrated art elements.

Actions	Preliminary Capital Cost Allowance*	Parties
G-1 Provide pedestrian lighting in Segment 1.	\$0.5 M to \$0.85 M	CoN / MoTI
G-2 Provide pedestrian lighting in Segment 2.	\$0.45 M to \$0.75 M	CoN / MoTI
G-3 Provide pedestrian lighting in Segment 3.	\$0.6 M to \$1.0 M	CoN / MoTI

\* Lighting costs can vary significantly depending on the light standard selected and existing electrical conduit / connections.



Pedestrian scale lighting can be combined with decorative lighting. Images L-R: Tree lighting in Falls Church, VA. Overhead light features in Madrid. Lighting integrated into street furnishings, Bernard Avenue, Kelowna.



# H

## Infill Tree Planting

Study Segments: 1, 2

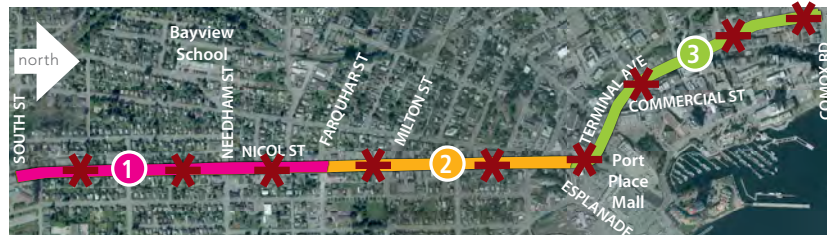
KEY PRINCIPLES:



### Description:

Work towards creating a more consistent tree canopy along Terminal Nicol by infilling and replacing street trees with the goal of developing a continuous mature tree canopy.

### Location:



### Rationale:

- ▶ Creating a "greener" corridor is a key goal that the community identified in this process.
- ▶ There are parts of Nicol with a good existing tree canopy, but there are also many "gaps" in the tree network. Terminal has very little existing tree canopy.
- ▶ A strong tree network contributes to environmental goals, traffic calming, and beautification.

### Potential Challenges:

- ▶ In some locations, overhead utility lines limit potential for large trees. Existing trees in these locations have been heavily pruned. Utility line issue areas include:
  - » East side of Nicol - Woodhouse to mid-block (~150 m)
  - » West side of Nicol - Lane near Needham to lane near Farquhar (~200 m)
  - » East side of Nicol - Finlayson to Esplanade (~350 m)
  - » West side of Terminal - Commercial to Comox (~675 m)
  - » East side of Terminal - Campbell to Comox (~150 m)
- ▶ The plan considers relocation of overhead utility lines underground in the future (see Component I); however, it is likely that infill planting in several locations will need to be designed to consider overhead lines.
- ▶ There is limited soil space in existing sidewalks for trees which contributes to stunted growth and poor health.
- ▶ Property owners have identified concerns about trees blocking views to businesses or signs.



In some blocks, including the Robins to Needham block, the street tree canopy is well established.



In the Nicol Street hill area, the columnar form and small trees have less visual impact.



The absence of street trees on Terminal is a significant reason the stretch is considered less visually appealing.

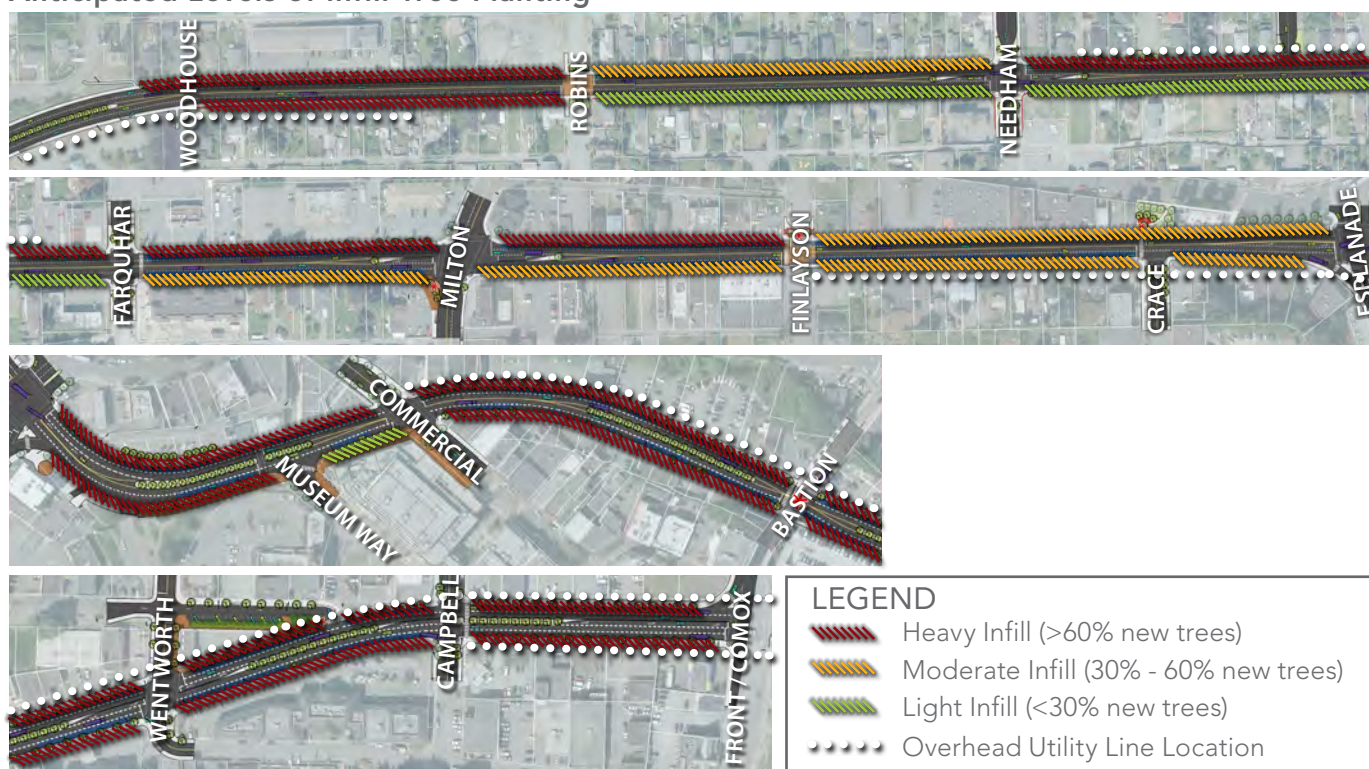


Street trees, when good species are selected, are one of the most significant contributions to traffic calming and beauty, as seen on this street with four travel lanes + parking.

## Design Considerations:

- ▶ Select tree species that will provide large, mature canopies.
- ▶ Where possible, use consistent species within blocks to create a consistent form. Species could vary block by block to encourage diversity and habitat creation.
- ▶ Where overhead lines are a restriction to tree planting, seek solutions that do not result in over-pruning of trees. Alternate solutions such as smaller trees, green walls, or other ideas may warrant consideration.
- ▶ New trees should be planted next to the curb to increase separation between traffic and pedestrians and help create a sense of enclosure for the street, as shown in the concept sections (see **Chapter 4**). In some cases on Terminal Nicol, existing trees are located at back of sidewalk (near the property line). Over time, as infill is completed, new trees should be moved to be next to curb.
- ▶ Use solutions that expand rooting space (e.g., soil cell technologies) to encourage long-term health. In practice, a min. 9 cu.m of soil / tree is desirable.

## Anticipated Levels of Infill Tree Planting



Actions	Capital Cost Allowance*	Parties
H-1 Complete a tree survey and assessment of existing trees along Terminal Nicol, including their health / long-term viability.	\$30,000	CoN / MoTI
H-2 Complete street tree infill planting in Segment 1.	\$130,000 to \$325,000	CoN / MoTI
H-3 Complete street tree infill planting in Segment 2.	\$90,000 to \$225,000	CoN / MoTI
H-4 Complete street tree infill planting in Segment 3.	\$175,000 to \$450,000	CoN / MoTI

\* Planting space and conditions can significantly affect the cost of street trees. In locations where rooting volume is restricted, use of soil cells will increase the cost of street tree planting.



# Overhead Utility Line Undergrounding

Study Segments: 1, 2, 3

KEY PRINCIPLES:



## Description:

Seek opportunities to move existing overhead utility lines to underground when street upgrades occur.

## Location:



 Existing Overhead Utility Lines on Terminal Nicol

## Rationale:

- ▶ Existing overhead utility lines impact aesthetics and limit street improvements such as tree infill planting.
- ▶ In some locations, utility poles are within the centre of the sidewalk, creating accessibility challenges.
- ▶ By installing ducting during street upgrades, opportunities to shift utility lines could be provided.

## Design Considerations:

- ▶ Coordination with BC Hydro will be required to explore the potential opportunities.
- ▶ Installing underground ducting for utility lines would be best coordinated with street upgrades (e.g., curb and median updates on Terminal Avenue - see Component Q).

## Potential Challenges:

- ▶ Costs to install underground infrastructure.
- ▶ Staged connection may be required to coincide with development, requiring additional infrastructure.

Actions	Preliminary Capital Cost Allowance	Parties
I-1 During functional design, investigate potential to incorporate ducting for future utility line relocation to underground.	See Comp. B	CoN / BC Hydro
I-2 Require new developments to incorporate utility infrastructure to permit future transition to underground utility lines.	n/a	CoN / Stakeholders
I-3 When redevelopment has occurred to a point where most connections could move to underground connections, transition remaining overhead utilities.	TBD*	CoN / BC Hydro

\* Cost information for undergrounding utility lines is too variable to determine preliminary costs within design. Costing to be determined at functional design development.

# J

## Public Greenspaces / Pocket Parks

Study Segments: 1, 2, 3

KEY PRINCIPLES:



### Description:

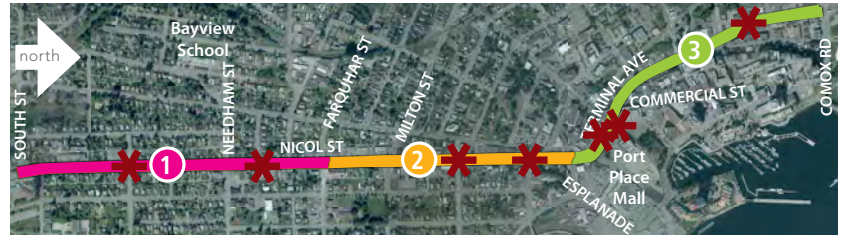
Enhance existing public spaces on adjacent road ends and public lands to provide feature areas that support public use and activity. Potential locations include:

- ▶ Robins Street Road End
- ▶ Watkins Street Road End
- ▶ Finlayson Street Road End
- ▶ Crace Street Lots (private lands)
- ▶ City parking lot near Esplanade
- ▶ Port Place Mall entrance near Esplanade (see Component P)
- ▶ Fraser Street Road End (see Component V)

### Rationale:

- ▶ Public input showed a strong desire to improve the social atmosphere of the neighbourhood.
- ▶ There are opportunities to make better use of underutilized public lands to create more inviting open spaces.
- ▶ Because the ROW is narrow, small urban parks would provide space for seating and other amenities.
- ▶ While planting improvements have been completed on several roads ends in the past, deterioration has occurred, leaving the spaces less desirable.
- ▶ Public input suggested some of the road ends are points for illegal / undesirable activities.

### Location:



Open spaces, including street rights-of-way, that are formed by thoughtful placement of buildings are less like sprawling, cluttered and ugly leftover spaces, and more like secure and comfortable outdoor rooms that can encourage use.

- City of Nanaimo Downtown Design Guidelines, 2008

### Potential Challenges:

- ▶ Maintenance costs.
- ▶ Potential to be used for undesirable activities if the spaces are not visible enough.

### Design Considerations:

- ▶ Develop areas to include low-maintenance amenities such as seating, feature lighting, bicycle parking, and trees.
- ▶ Orient the design to provide visibility from Terminal Nicol.
- ▶ Follow CPTED principles to create spaces that are inviting, visible, and feel safe.
- ▶ Ensure maintenance is planned as part of the project to maintain the spaces in high quality condition.





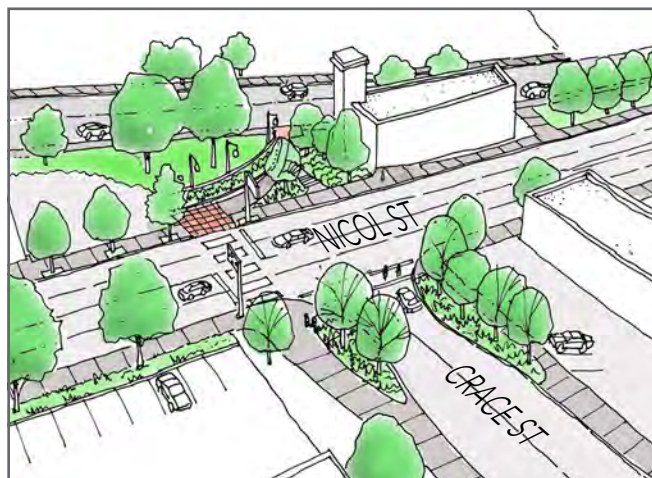
The existing road end at Robins.



The undeveloped lots at Crace Street.



Concept sketch – public greenspace , plaza, and pedestrian crossing at Robins.



Concept sketch – public greenspace at Crace with a pedestrian connection to Victoria Street.

Actions	Preliminary Capital Cost Allowance	Parties
J-1 Redevelop public greenspace at the Robins St. road ends.	\$170,000	CoN / DNBIA
J-2 Redevelop public greenspace at the Watkins St. road end.	\$100,000	CoN / DNBIA
J-3 Redevelop public greenspace at the Finlayson St. road end.	\$160,000	CoN / DNBIA
J-4 Develop public greenspace at the Crace St. lots (estimate excludes potential land costs).	\$330,000	CoN / DNBIA
J-5 Develop public greenspace at the City parking lot and Port Place Mall Entrance near Esplanade (see Component P).	Refer to Comp. P	CoN / DNBIA
J-6 Develop public greenspace at the Fraser St. road end (see Component V).	Refer to Comp. V	CoN / DNBIA

# K

## Small Treed Islands at Intersections

Study Segments: 1, 2

KEY PRINCIPLES:

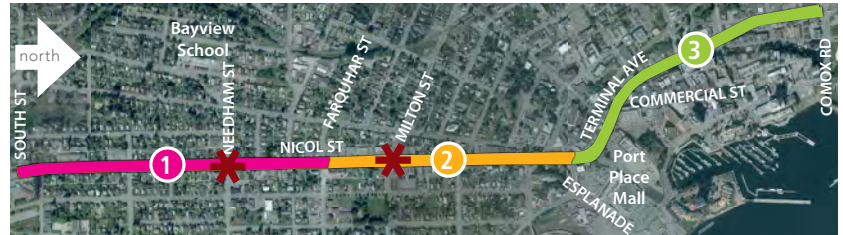


### Description:

Consider adding small islands with trees at intersections with left turn bays to help introduce more greenspace within the roadway. Potential locations includes:

- ▶ Needham Street
- ▶ Milton Street

### Location:



### Rationale:

- ▶ The 20 m ROW width along Nicol is a limitation to introducing more extensive green elements such as a central median.
- ▶ Small treed islands would provide green breaks in locations where the ROW widens to accommodate left turn bays.
- ▶ These trees would provide motorists with visual cues to approaching intersections.
- ▶ The islands would support traffic calming.

### Potential Challenges:

- ▶ Creation of a treed island would require reducing the existing left turn bays. Reductions would need to be assessed during functional design to determine feasibility and space requirements.

### Design Considerations:

- ▶ Sufficient soil volume would be required to support at least one tree (9 cu.m / tree is desirable).



Small treed medians on Esquimalt Road in Victoria break up expanses of asphalt.

Actions	Preliminary Capital Cost Allowance	Parties
K-1 Complete island development and tree plantings at Needham Street.	\$100,000	CoN / MoTI
K-2 Complete island development and tree plantings at Milton Street.	\$100,000	CoN / MoTI



# L

## Parallel Cycling Routes

Study Segments: 1, 2, 3

KEY PRINCIPLES:



### Description:

In Segments 1 and 2, direct cycling traffic to parallel routes while strengthening cross-corridor connections. In Segment 3, seek opportunities for a multi-use route within an expanded pedestrian corridor on Terminal Avenue.

### Location:



### Rationale:

On Nicol Street:

- ▶ The 20 m corridor ROW makes it challenging to incorporate cycling with vehicle and pedestrian uses.
- ▶ Haliburton and Victoria run parallel to Nicol, have less vehicle traffic, and less challenging grades.
- ▶ The South End Neighbourhood Plan identifies Haliburton as a neighbourhood Greenway with dedicated cycling paths and does not recommend cycling routes on Nicol.

On Terminal Avenue:

- ▶ The corridor ROW is typically wider, within the exception of a few key locations.
- ▶ Parallel routes to Terminal are less defined and geography limits connections to parallel routes.
- ▶ As the pedestrian realm along Terminal Avenue is developed, opportunities to widen the right-of-way to fit a multi-use pathway on one side of the corridor should be considered.
- ▶ By improving cross-corridor connections across Terminal Nicol, and end of trip facilities, cycling routes will be strengthened.

### Potential Challenges:

- ▶ Cyclists require improved signage to designated routes.
- ▶ Cyclists may still choose to cycle on Terminal Nicol.
- ▶ Development of bike lanes on parallel routes could affect existing on-street parking.

### Design Considerations:

- ▶ Cyclist crossing routes should be clearly developed and marked.
- ▶ End-of-trip cycling facilities, including bike racks (covered and open), should be provided at end point destinations, notably in commercial areas.
- ▶ Cycling routes on Haliburton Street and Old Victoria Road should be improved as part of the City's overall cycling network.
- ▶ A multi-use urban path on Terminal should be considered as a way to accommodate cyclists seeking access to destinations in this area. It is assumed this would be a low-speed cycling path that is adjacent to, but physically separated from, pedestrian uses.



The bikeway in Koln, Germany is separated from vehicle traffic by bollards, and from pedestrian traffic by a change in paving materials and furnishings (e.g., bike rack, signs).



Covered bike parking in Victoria.

Actions	Preliminary Capital Cost Allowance	Parties
L-1 Upgrade signage / markings on Haliburton and Victoria to identify them as designated cycling routes.	\$50,000	CoN
L-2 Increase signage on Terminal Nicol directing people to cycling routes.	\$15,000	CoN / MoTI
L-3 Upgrade road markings on cross-corridor connections.	\$40,000	CoN / MoTI
L-4 On Terminal Ave, between Esplanade and Comox, incorporate cycling within the Pedestrian Realm improvements on the east (water) side of the corridor (see Component R).	Refer to Comp. R	CoN



# M

## Curb Extensions / Revisions on Cross Streets

Study Segments: 1, 2, 3

KEY PRINCIPLES:



### Description:

Consider adding curb extensions and refine turning radii on cross-streets where they intersect with Terminal Nicol to shorten pedestrian crossings, reduce the speed of turning vehicles, and provide opportunities for additional street trees and green space. Potential locations include:

- ▶ Pine St.
- ▶ Crace St.
- ▶ Farquhar St.
- ▶ Wentworth St.
- ▶ Milton St. (revise "pork chop" turn)
- ▶ Campbell St.

### Rationale:

- ▶ Many existing cross-streets are wider than needed for vehicle turning movements.
- ▶ Curb extensions may help manage corridor traffic speeds by slowing vehicles turning right onto cross streets.
- ▶ Curb extensions are low-cost ways to provide space for additional street trees or green space at intersections.
- ▶ Within curb extensions, bioswales can filter runoff from the roadway before it enters storm drains and the environment.

### Design Considerations:

- ▶ Required turning radii would need to be evaluated based on anticipated vehicle types during functional design.
- ▶ The existing northbound right-turn onto Milton features a "pork-chop" geometry that may support a more significant recovery of public land if revised to a standard corner. This recovered space could be used for feature planting, public art, or other amenities.

### Location:



Curb extensions narrow the paved roadway surface to shorten the crossing distance for pedestrians. They also provide opportunities to integrate features such as street trees, plantings, light posts, or stormwater elements.

While curb extensions are not possible on Terminal Nicol with the four-lane cross-section, they would be feasible on many of the intersecting cross streets.



The existing "pork chop" intersection at Milton.



Concept sketch - corner of Milton & Terminal with curb extensions and enhanced corner features.

Actions	Preliminary Capital Cost Allowance	Parties
M-1 Develop curb extensions at Pine St.	\$70,000	CoN / MoTI
M-2 Develop curb extensions at Farquhar St.	\$140,000	CoN / MoTI
M-3 Develop an improved corner at Milton St.	\$160,000	CoN / MoTI
M-4 Develop curb extensions at Crace St.	\$70,000	CoN / MoTI
M-5 Develop curb extensions at Wentworth St.	\$140,000	CoN / MoTI
M-6 Develop curb extensions at Campbell St.	\$140,000	CoN / MoTI



# N

## Time-of-Day Parking

Study Segments: 2, 3

KEY PRINCIPLES:



### Description:

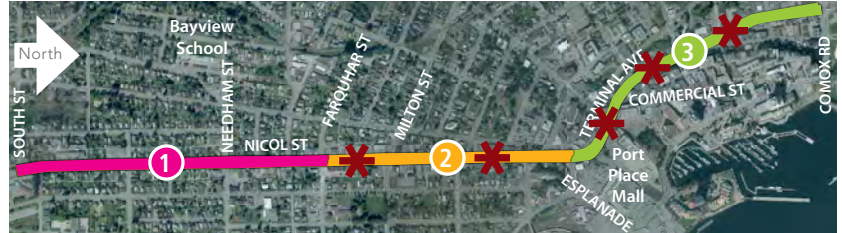
Consider implementing time-of-day parking in the curb lane between Farquhar and Campbell to encourage an active commercial streetscape. Estimated parking spaces would be as follows:

- ▶ Farquhar to Milton: up to 43 stalls
- ▶ Milton to Finlayson: up to 48 stalls
- ▶ Finlayson to Esplanade: up to 60 stalls
- ▶ Esplanade to Commercial: up to 18 stalls
- ▶ Commercial to Wentworth: up to 55 stalls
- ▶ Wentworth to Campbell: up to 36 stalls
- ▶ TOTAL: up to 260 stalls

### Rationale:

- ▶ Long-range planning for the South End and Downtown identifies on-street parking along Terminal and Nicol as a key strategy for the future.
- ▶ There are multiple limitations to widening the road corridor to fit four travel lanes + parallel parking on both sides, including:
  - » Existing buildings set close to the property line;
  - » Lot depth limitations which could affect buildability of lots if the ROW is expanded;
  - » Time it would take to acquire sufficient ROW to create a continuous parking lane.
- ▶ Traffic analysis shows that traffic lanes could feasibly be reduced to one lane in each direction in the short-term; however, two-lanes in the long-term may be required based on current long-term growth projections. Time-of-day parking is a flexible approach that allows four lanes to be available for motorized travel during peak times, and used for parking during off-peak times.

### Location:



*Emphasize on-street parking, which is required to ensure viability of ground-floor commercial.*

- Terminal Avenue - Green Street, City of Nanaimo Downtown Design Guidelines, 2008, p. 41.

- ▶ On-street parking has strong potential benefits for commercial and pedestrian activities (see Section 3.2.1).
- ▶ Time-of-day parking can be implemented, adjusted, or removed with modest capital cost.

### Potential Challenges:

- ▶ Introduction of on-street parking in the curb lane will be a significant change to the current traffic flow along Terminal Nicol. Travel lanes will be reduced to one lane in each direction when parking is in effect and parallel parking will require through motorists to stop, affecting motorist experience. An adjustment period should be anticipated as motorists become familiar with the change.
- ▶ Monitoring will be required to plan and adjust parking times.
- ▶ Management of parking will require coordination for towing to ensure time limits are enforced.

## Design Considerations:

- ▶ During the functional design process, careful planning, design, and operational consideration will need to be completed to analyze and plan for traffic and safety implications.
- ▶ During functional design, define a pilot project with a set length of time that recognizes there will be an adjustment period as people adapt to the change.
- ▶ Parts of the corridor include multiple driveway let-downs that will affect the number of parking stalls available. Planning will need to consider the distance that parking stalls need to be set-back from let-downs to allow for visibility (the concept assumes a 3 m setback on both sides of a let down).
- ▶ When initially implemented, free parking and no time limit may be desirable to encourage people to use the parking. Parking restrictions could be introduced over time as demand increases to ensure sufficient parking is available to support adjacent businesses.
- ▶ The improvement concept recommends time-of-day parking initially in Segments 2 and 3. As development occurs or as determined during functional design, there may be rationale to consider extending time-of-day parking to Segment 1 of the corridor.
- ▶ Time-of-day parking is planned and adjusted in response to traffic flows. Parking is permitted at all times, except during peak traffic flows. When time-of-day parking is implemented, it will be monitored and adjusted to reflect traffic demands. Based on existing traffic data (see Section 2.4: Traffic Background), initial time-of-day parking patterns may reflect Figure 3 and Figure 4 (to be confirmed through further traffic analysis). This schedule benefits business owners by allowing parking during primary business hours during the day and on weekends.
- ▶ Parking in the non-peak direction of travel may also be possible, to provide at least one lane of on-street parking at all times.

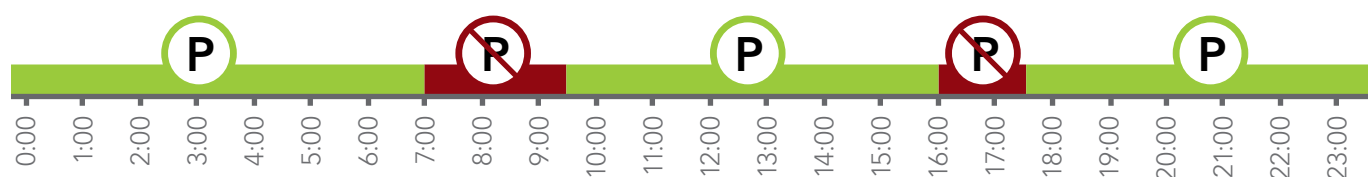


Figure 3: Example Time-of-Day Parking Schedule, Monday to Friday

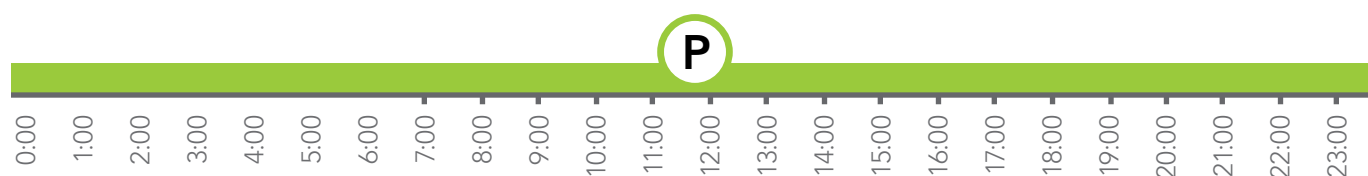


Figure 4: Example Time-of-Day Parking Schedule, Saturday to Sunday

Actions	Preliminary Capital Cost Allowance	Parties
N-1 Working with partners, develop and implement a trial time-of-day parking project for a portion of the study area (e.g., Farquhar to Esplanade). Monitor and report on the outcomes.	\$25,000 / Staff Time	CoN / MoTI
N-2 Adjust schedules and expand the time-of-day parking to include Segments 2 and 3 of the corridor.	\$50,000 / Staff Time	CoN / MoTI
N-3 Continue to monitor / adjust time-of-day parking as needed over time.	Staff Time	CoN / MoTI





## Mid-Block Pedestrian Connections to Parallel Streets

Study Segment: 2, 3

KEY PRINCIPLES:

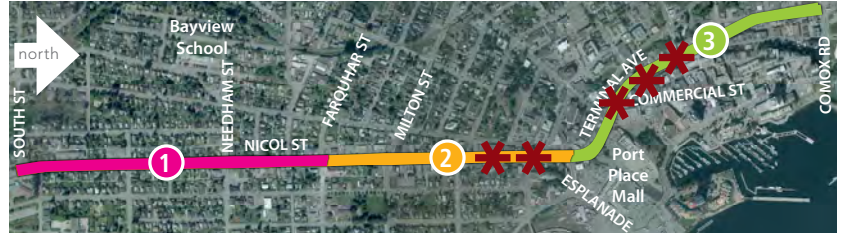


### Description:

Create pedestrian linkages between Terminal Nicol and parallel streets to connect commercial and parking areas. Locations for new potential connections include:

- ▶ Finlayson to Esplanade block - Nicol / Victoria connections (one at Crace, one closer to Finlayson)
- ▶ Commercial to Bastion Bridge block - Terminal to Wallace Connection
- ▶ Commercial to Bastion Bridge block - Terminal to Commercial Connection
- ▶ Bastion Bridge - Terminal to Wallace Stairway (west side)

### Location:



*A pattern of small blocks formed by interconnected streets, open spaces, and public paths increases the number of connections between places, provides choices for pedestrians, and encourages walking to shops and other amenities.*

*- Urban Design Objectives, City of Nanaimo Downtown Design Guidelines, 2008*

### Rationale:

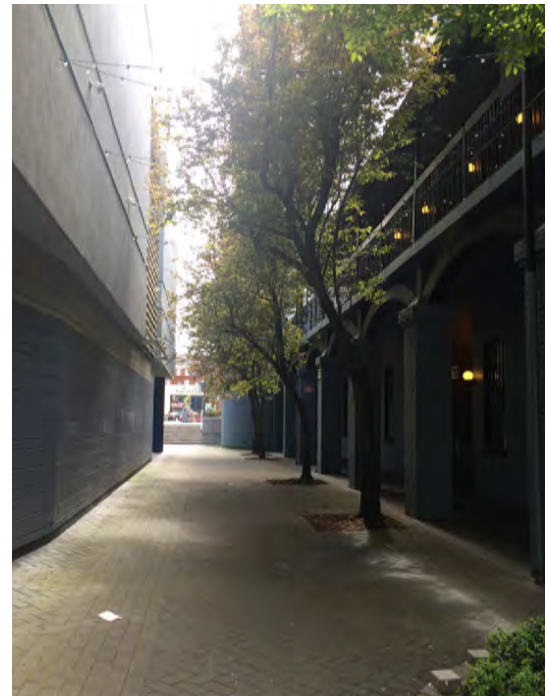
- ▶ Small blocks with many crossings are more attractive to pedestrians – urban studies show that long blocks are tiresome to walk, so are often avoided. Currently, the study area includes several long blocks without pedestrian connections.
- ▶ Parallel streets (Victoria, Wallace, Commercial) have on-street parking that could benefit Terminal Nicol.

### Potential Challenges:

- ▶ Some properties in this area are privately-owned and acquisition (possibly during future redevelopment) would be required to develop these connections.
- ▶ There are grade changes between Terminal Nicol and parallel streets which are accessibility challenges. In some cases (e.g., connecting Terminal Ave. and Wallace St. at the Bastion Bridge), stairs would be required.

### Design Considerations:

- ▶ Pedestrian connections should be well-lit and visible, following CPTED principles.



*Mid-block pedestrian connection between City streets in downtown Victoria.*



*Suggested location for a stairway connection between Wallace and Terminal at the Bastion Bridge.*



*The existing stair connection to Bastion street provides a pedestrian connection on the east side of the corridor. A pedestrian crossing and stairway connection on the west side will strengthen the connection between Wallace and Terminal.*

Actions	Preliminary Capital Cost Allowance	Parties
O-1 Develop a pedestrian connection between Nicol and Victoria within the Finlayson to Esplanade block (location TBD).	During future development	CoN
O-2 Develop a pedestrian connection between Nicol and Victoria at Crace Street (see Component J).	Refer to Comp. J	CoN
O-3 Develop a pedestrian connection between Terminal and Wallace within the Commercial to Bastion Bridge block (location TBD).	During future development	CoN
O-4 Develop a pedestrian connection between Terminal and Commercial within the Commercial to Bastion Bridge block (location TBD).	During future development	CoN
O-5 Develop a pedestrian connection between Terminal and Wallace at the Bastion Bridge (stairway).	\$150,000	CoN



# P

## Port Place Mall Entry Enhancement

Study Segment: 3

KEY PRINCIPLES:

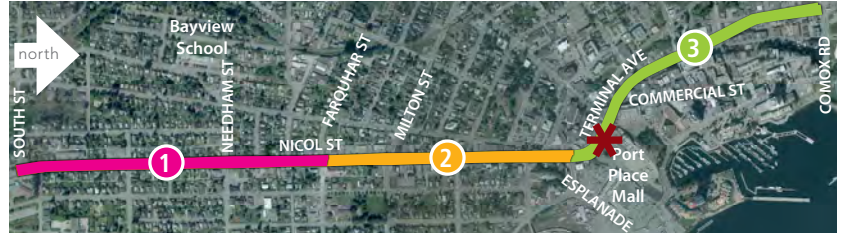


### Description:

Encourage future redevelopment of the streetscape on Terminal adjacent to Port Place Mall with the following considerations:

- ▶ Narrowing of the mall entrance road to a standard right-in / right-out intersection. Currently the entrance road at Terminal is over 24 m wide, creating a barrier for pedestrians.
- ▶ Connecting the streetscape character and wide sidewalks established at the conference centre and TD Canada Trust building to create a complete pedestrian-oriented streetscape for this section.
- ▶ Support and/or incentive for expansion of street-oriented commercial facing Terminal on the Port Place mall sites, strengthening the street facade and connecting the commercial activities of the Nicol and Commercial Street areas. The goal is to re-envision this section of Terminal as a city street, rather than a suburban mall entry.

### Location:



An almost continuous street wall formed by many buildings and entrances and almost no "missing teeth" helps define a street right-of-way. A street wall facilitates visual interest, diversity of activity, and contributes to successful commercial business downtown.

- Urban Design Objectives, City of Nanaimo Downtown Design Guidelines, 2008



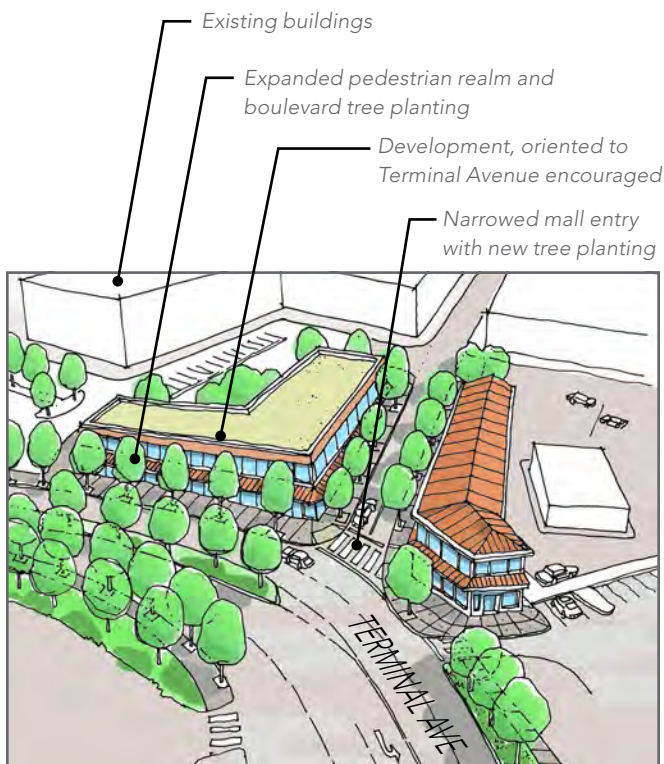
The existing mall entry fails to provide strong built form or pedestrian connections, creating a disconnect between the commercial areas on Nicol and Commercial.

### Rationale:

- ▶ The Port Place Mall Entry is a key location on the corridor, highly visible from both directions.
- ▶ The current open expanse of the entry area and parking lot do not help define the streetscape of Terminal and has low visual appeal.
- ▶ The pedestrian network breaks down in this area. The existing sidewalks in this area have accessibility and connectivity issues and safety challenges due to cars turning at high speed.
- ▶ The Downtown Design Guidelines (2008) envision city-style blocks fronting Terminal through this section.
- ▶ Development fronting Terminal would screen the expansive surface parking area that dominates the visual landscape today.
- ▶ A large portion of this area is currently within public ownership as part of a very large road ROW. The City has opportunity to influence how the public portion of these lands will evolve into the future.

## Potential Challenges:

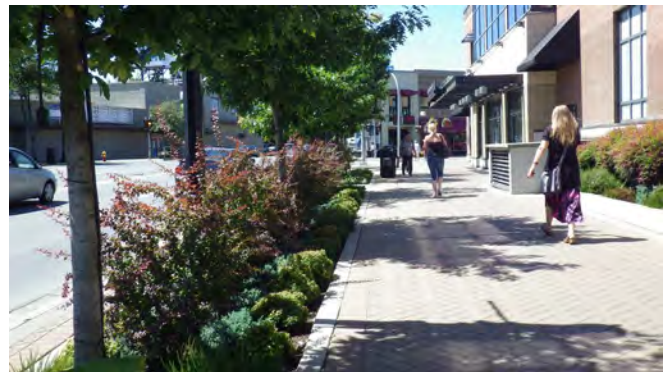
- Conversion of the existing land to developable lots would require coordination with existing property owners.
- Development of new commercial activities in this area would be dependant on population growth and demand. There is currently vacant commercial real estate in the area.



Concept sketch – planning directions should consider encouraging redevelopment at the Port Place mall entry to establish a stronger downtown urban streetscape and entrance character.

## Design Considerations:

- Continue the wide walkways and planting areas established at the Conference Centre to create a consistent street frontage through the area.
- Encourage development that would animate the outdoor space with seating, sidewalk displays, and other features.
- The existing Italian Fountain would need to be relocated or revised to accommodate this change.
- Public open space should be incorporated in the form of urban plaza or streetscape areas.
- Opportunities exist for urban rainwater management technologies to be incorporated into the design.



The existing streetscape at the conference centre establishes wide walkways, planting beds, and seating that could be carried through and connected with the recent streetscape developed at the TD Canada Trust building.

Actions	Preliminary Capital Cost Allowance	Parties
P-1 Review and consider updating plans and policy to define street-oriented ground-floor retail fronting Terminal Avenue, with a similar character to recent Downtown development. Work with existing adjacent property owners to identify an appropriate concept for the site and support desirable development.	Staff Time	CoN / Property Owners
P-2 Develop the streetscape and urban plaza areas.	Funded through Future Development	CoN / Property Owners
P-3 Encourage new development that reflects the desired planning for the area and do not permit new development that is not supportive of the goals for this site. Consider incentives if warranted.	Staff Time / TBD	CoN





## Terminal Avenue Revised Curbs & New Centre Median

Study Segment: 3

KEY PRINCIPLES:

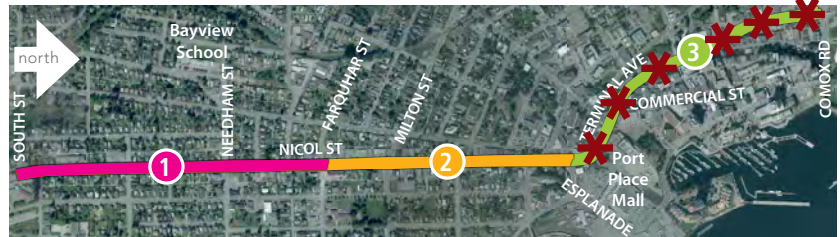


### Description:

Update curbs for the Terminal Avenue (Segment 3) portion of the study area and create a treed centre median to break up expanses of paving and create a more attractive roadway. Potential median locations include:

- ▶ Esplanade to Commercial
- ▶ Commercial to Bastion Bridge
- ▶ Bastion Bridge to Wentworth
- ▶ Wentworth to Campbell
- ▶ Campbell to Comox / Front

### Location:



Existing Terminal Avenue curbs.

### Rationale:

- ▶ While the existing curbs along Nicol (Segments 1 & 2) are relatively consistent, the Terminal curbs are in variable condition and locations.
- ▶ MoTI will undertake re-paving on Terminal Avenue (Segment 3) in the short-term. Setting curbs and medians in their long-term locations will maximize the efficiency of this investment and provide potential partnership opportunities.
- ▶ Potential upcoming utility upgrades along Terminal may also provide opportunities for efficient investments.
- ▶ During the first round of engagement, participants strongly identified landscaped medians as a preferred feature for Terminal Nicol. Medians help improve the visual appeal of roadways by providing a green break in paved areas.
- ▶ Medians moderate traffic speeds and can be used to create two-stage crosswalks, making it easier to cross the corridor.
- ▶ On Terminal, there is a wider ROW in most sections than on Nicol, which would provide enough space to incorporate medians.
- ▶ Medians are typically not affected by overhead utilities that can be a limitation to planting large trees within roadside boulevards. Overhead utility lines are present along Terminal from just past Commercial to Comox / Front.
- ▶ Medians provide separation between oncoming traffic lanes supporting efficient and safe vehicle movement.

### Potential Challenges:

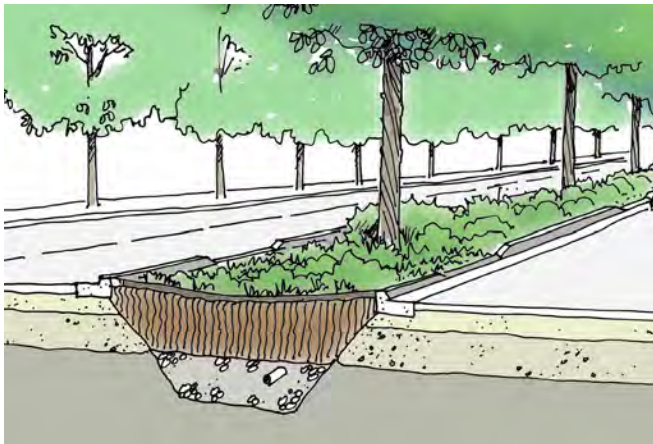
- ▶ Moving curbs will require relocation of some underground utilities (i.e., storm drains).
- ▶ Medians may reduce access to some mid-block driveways.
- ▶ Some stakeholder input reflected concerns about the introduction of large trees blocking motorist views to signage.

## Design Considerations:

- Use of uniform tree species with significant crowns and consistent spacing should be considered within blocks, although species could vary on a block-by-block basis.
- Incorporated stormwater management facilities within medians could be considered.
- Concrete curb, gutter, and sidewalk that reflect the urban downtown character should be used (rather than asphalt curbs or sidewalks).



The green medians at the entrance to Qualicum Beach are often regarded as successful streetscape elements.



Incorporation of stormwater management features within medians and boulevards should be considered within the functional design phase.



In View Royal, the Island Highway upgrades incorporate stormwater management facilities within a central planted median.

Actions	Preliminary Capital Cost Allowance	Parties
Q-1 Develop new curbs and medians, including required upgrades to utilities, for Segment 3 prior to the next road repaving cycle.	\$2.85 M*	CoN / MoTI

\* The estimate includes asphalt paving costs, a portion of which would likely be part of MoTI budgeting for currently planned road re-paving.



# R

## Pedestrian Realm Expansion

Study Segment: 3

KEY PRINCIPLES:

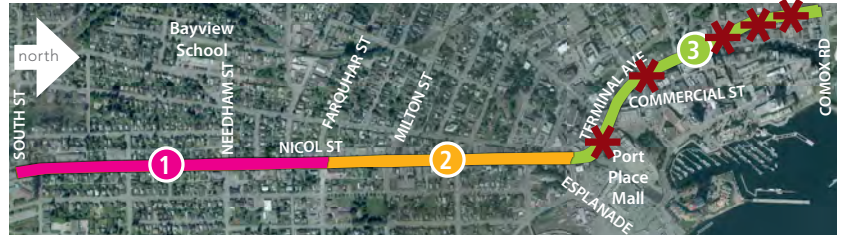


### Description:

Expand the width of the sidewalk to create more space for street users and activities including street trees, boulevards, amenity zones for sidewalk cafés and retail displays, signage, seating, bike racks, etc.

Along the corridor, vary the width of the sidewalk to reflect the range of users and uses present; narrower in areas fronting residential uses and wider adjacent to active commercial spaces and where both pedestrians and cyclists may be present (Segment 3).

### Location:



Active uses located in front spaces, with doors and windows close to the sidewalk, make them visually interesting and help connect activities within buildings to the people on the street. This also contributes to public safety concepts such as “eyes on the street”.

Regularly spaced street trees, special pavement treatments, banners and public art all help beautify, shade, and define the public realm.

- Urban Design Objectives, City of Nanaimo Downtown Design Guidelines, 2008

### Rationale:

- ▶ The existing narrow sidewalks along Terminal Nicol are not inviting and have functional issues (e.g., utility poles within the sidewalk). Public input supports a more inviting pedestrian realm that builds on the character of Commercial Street and the Old City Quarter.
- ▶ An expanded and active pedestrian realm is identified in both the South End Neighbourhood Plan and the Downtown Design Guidelines as a priority.
- ▶ Expanded pedestrian areas, even on multi-lane streets, can significantly enhance the comfort of a space by providing better separation from moving cars and allowing space for more amenities.
- ▶ Along Terminal Avenue (Segment 3), parallel cycling routes are limited. Accommodation of cyclists within the pedestrian area on one side of the street (see Component L) possible but will require sufficient width for pedestrians and cyclists to operate safely.
- ▶ Time-of-day parking on Terminal will help increase foot traffic within the area.



Wide pedestrian areas make it possible for building activities to spill out onto the street, animating an area.

## Potential Challenges:

- ▶ In most of the corridor, the pedestrian realm is constrained by the distance between the edge of the roadway and the property line; typically this distance is approximately 3.0 m.
- ▶ Widening the ROW could occur during future redevelopment, when there is an opportunity to adjust building frontages. Change will occur over time, lot by lot, and proposed street concepts will need to function successfully during this transition phase which could occur over many years.
- ▶ Widening sidewalks create trade-offs for adjacent parcels, particularly those with shallow lot depths. Creating additional pedestrian space could make redevelopment more challenging despite creating a more inviting streetscape.
- ▶ Some lots, notably around the Commercial intersection "back" onto Terminal, with their front entrances facing Commercial Street and parking, back entrances, and garbage bins facing onto Terminal. Through redevelopment, the creation of a proper frontage on Terminal should be prioritized.



The existing pedestrian zone in some locations is relatively narrow. An expanded zone would encourage a more animated streetscape.

## Design Considerations:

- ▶ Integrate unique or notable amenities.
- ▶ Incorporate the following zones:

Zone	Width	Description
Building Frontage Zone	Varies (min. 0.3 m plus activity space)	Area immediately adjacent to the building facade that can contain pedestrian-scale signs, outdoor merchandise stands, seating, flower pots, etc.
Pedestrian Zone	2.0 m to 4.0 m (typ.)	Area with sidewalk for pedestrian movement kept clear of furnishings, utilities, trees, etc.
Planting / Furnishing Zone	1.7 m (typ.)	Buffer area between pedestrians and vehicles that contains street trees, landscaping, signs, stormwater components, and street furnishings.





## Approaches to Pedestrian Realm Expansion:

- Because the ROW is narrow along parts of the corridor (+/- 20 m) implementation will require widening the area dedicated to pedestrian activities. Two potential approaches for an expanded pedestrian realm can be considered:

Approach	Description	Strengths	Challenges
Public ROW Expansion	<p>During redevelopment or through acquisition, additional width is added to the corridor ROW to expand pedestrian realm uses</p> <p>Adjusting road dedication along major roads is a normal practice in the City</p> <p>Most appropriate for pedestrian zone and planting / furnishings zone</p>	<ul style="list-style-type: none"> <li>» Additional corridor becomes part of the public road corridor providing control over how it is developed</li> <li>» Provides opportunity for continuous streetscape improvements</li> </ul>	<ul style="list-style-type: none"> <li>» Acquisitions are typically tied to redevelopment, so it may take many years to acquire a continuous corridor</li> <li>» Land purchase may be required in some locations</li> <li>» Potential developers may view the requirement for land dedication as a constraint, affecting the desirability of these properties for development</li> </ul>
Private Setback Requirements	<p>Planning policy defines required building setbacks from the corridor. The setback space is required to be used for pedestrian-oriented open space that enhances the corridor</p> <p>Most appropriate for building frontage zone</p>	<ul style="list-style-type: none"> <li>» Low public cost</li> <li>» Land remains part of the private property</li> </ul>	<ul style="list-style-type: none"> <li>» The City has less control over how the setback area is developed / maintained</li> <li>» Potential developers may view the requirement for setbacks as a constraint, affecting the desirability of these properties for development</li> </ul>

- Both of these approaches support the City's planning directions for the Downtown and South End.
- A combination of these approaches may be required as redevelopment occurs.

Actions		Preliminary Capital Cost Allowance	Parties
R-1	Consider planning policy that defines requirements for land dedication and setbacks for future redevelopment along Terminal Nicol to encourage uses that animate the streetscape area.	Staff Time	CoN
R-2	Develop expanded sidewalks with dedicated zones in Segment 1.	Funded through Future Development	CoN / Property Owners
R-3	Develop expanded sidewalks with dedicated zones in Segment 2.		
R-4	Develop expanded sidewalks with dedicated zones in Segment 3.		

# S

## Commercial Street Intersection Upgrades

Study Segment: 3

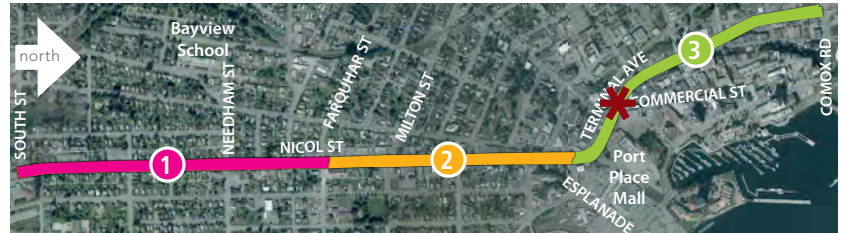
KEY PRINCIPLES:



### Description:

Investigate improving the connection between Terminal and the Downtown by creating an option for Terminal southbound traffic to turn left onto Commercial. Opportunities to create a left turn northbound from Terminal to Albert should also be considered.

### Location:



### Rationale:

- ▶ A key issue identified within this process, and in previous processes, is that Terminal acts like a corridor, rather than part of the Downtown street network. Currently the only places to access Nanaimo's Downtown from Terminal are at the Comox / Front intersection and at Esplanade (which are over 1 km apart).
- ▶ An opportunity for left turns onto Commercial would increase connectivity in the area.
- ▶ Current conditions and potential upcoming redevelopment of the damaged Jean Burns building and unoccupied former A&B Sound building provide a potential window of opportunity for considering changes to this intersection.



The existing Terminal / Commercial intersection does not allow left turns southbound or northbound.

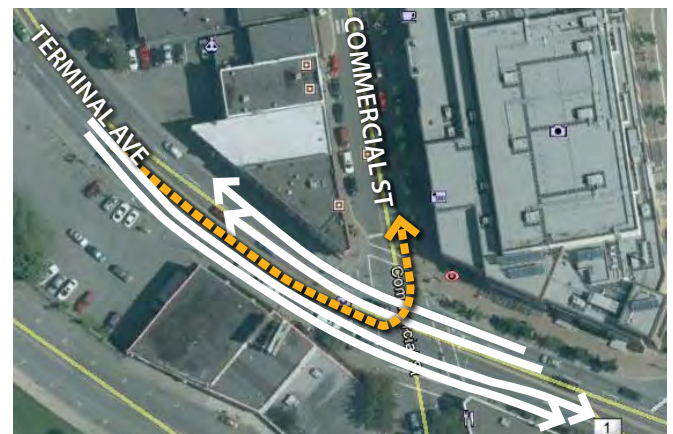
### Potential Challenges:

- ▶ The ROW narrows significantly in this location (to as low as 15 m at its narrowest). Existing building facades are tight to the property lines. Changes to existing buildings would likely be required.

### Design Considerations:

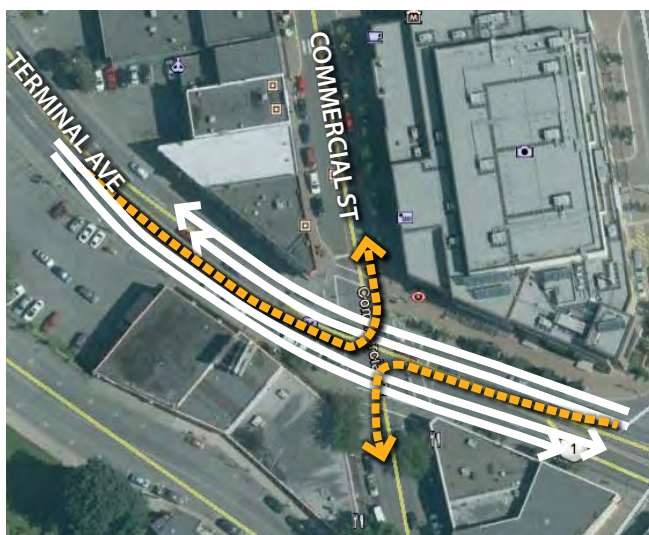
The following diagrams show potential options for accommodating left-turns at Terminal / Commercial.

**Note:** The following high-level diagrams describe potential options only. Further investigation of all options would be required to understand preferred routes, engineering, property impacts, traffic implications, etc.

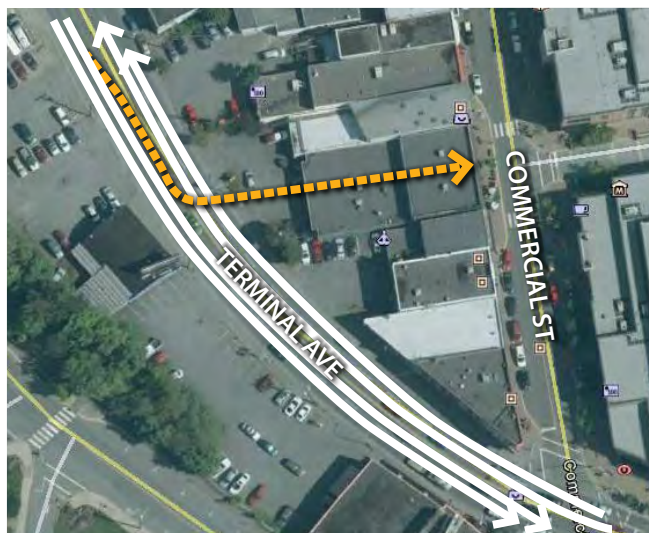


**Southbound Left-turn Bay at Commercial Intersection:** This would add a new turning lane southbound at the corner of Commercial and Terminal. The challenge for this movement is the constrained road ROW and narrow properties at the corner.

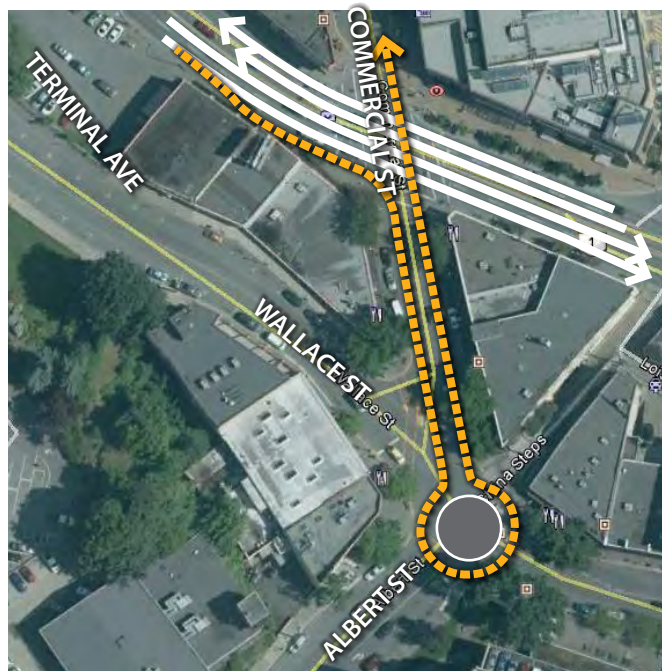




**Southbound and Northbound Left-turn Bays at Commercial Intersection:** This would add new turning lanes both southbound and northbound at the corner of Commercial and Terminal. If a southbound left-turn lane is added, there may be efficiencies to creating a northbound turn lane as well. This is also affected by the narrow road ROW and properties.



**Left-turn Bay and New One-Way Lane to Commercial:** The Terminal ROW widens north of Commercial, so there may be an opportunity to facilitate a left turn before the Commercial intersection through the development of a new one-way lane connection between Terminal and Commercial. The challenge for this option is that there is currently no public property or ROW available between Commercial and Terminal. Acquisition would be required.



**Right-turn Bay and New Roundabout at Albert/Wallace:** This would encourage vehicles to turn right at the existing Terminal / Commercial intersection, then use a new roundabout at the intersection of Wallace / Albert to double back and pass through the Commercial / Terminal intersection. This option would require development of a new roundabout at the Commercial / Victoria / Albert intersection. Further investigation would be required to confirm potential for the roundabout.

Actions	Preliminary Capital Cost Allowance	Parties
S-1 Complete a study of the Terminal / Commercial intersection to determine a preferred option for southbound and northbound Terminal vehicles to access Commercial / Albert.	\$150,000	CoN / MoTI
S-2 Develop the preferred option.	Significantly varies by option	CoN / MoTI

# T

## Bastion Street Bridge Art Feature

Study Segment: 3

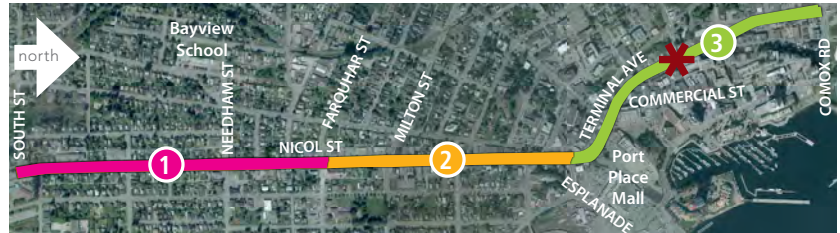
KEY PRINCIPLES:



### Description:

Consider creating a visual focal point at the Bastion Street Bridge to create an interesting gateway feature for the Downtown.

### Location:



### Rationale:

- ▶ The existing Bastion Bridge is an overhead feature that people pass regularly on the corridor.
- ▶ The current design has limited visual appeal.
- ▶ Incorporation of art with the bridge could provide a cost effective "gateway" on Terminal.
- ▶ Potential to be a catalyst project that demonstrates short-term success and maintains momentum for change for the corridor.

### Potential Challenges:

- ▶ Art would need to be integrated within the bridge without affecting its function or structure.

### Design Considerations:

- ▶ The art should be substantial, thoughtful, and integrated in a way that it becomes part of the bridge.
- ▶ Integrating lighting should be considered to bring more visibility to the surrounding area and provide visual interest at night.



Lego-Brücke (Lego-Bridge) in Wuppertal, Germany was developed by a street artist in 2011, transforming a standard overpass into a playful art feature.



Warren Langley's Aspire art piece sits beneath a freeway in Sydney. The artist used light as a way to change the atmosphere of the area.

Actions	Preliminary Capital Cost Allowance	Parties
T-1 Develop a concept for the bridge through a competition or RFP.	Staff Time	CoN
T-2 Select and implement the Bastion Bridge art concept.	\$100,000 to \$500,000*	CoN

\* The cost of art elements can vary significantly.



# U

## Wentworth Street Signalized Intersection

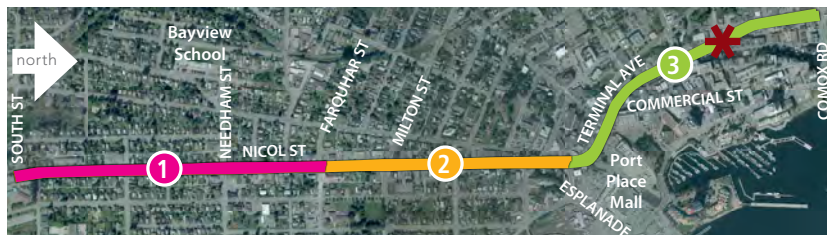
Study Segment: 3

KEY PRINCIPLES:   

### Description:

Consider developing a signalized intersection, including pedestrian crosswalks, at Wentworth and Terminal to improve cross-corridor connections.

### Location:



### Rationale:

- ▶ The existing intersection at Wentworth is uncontrolled, with left turn bays onto Wentworth.
- ▶ Creation of a signalized intersection in this location would improve the ability for motorists to move on and off the corridor between Comox / Front and Commercial and would improve access to businesses on both sides of the corridor.
- ▶ The suggested improvements at Fraser Street (see Component V) have potential to increase traffic at this intersection, including movements turning onto Terminal. A signalized intersection would improve ease and safety of these movements.
- ▶ A new signal would further support traffic calming and provide safe pedestrian crossing at a location where demand currently exists.

### Potential Challenges:

- ▶ A new intersection would change traffic patterns which could increase travel time.

### Design Considerations:

- ▶ Curb extensions should be included at the corners of Wentworth to reduce crossing width.
- ▶ Signal timing would need to be coordinated with the signals at Commercial and Comox / Front.



The existing unsignalized Wentworth intersection.

Actions	Preliminary Capital Cost Allowance	Parties
U-1 Implement the new signalized intersection and pedestrian crossing at Terminal and Wentworth.	\$550,000	CoN / MoTI



## Fraser Street Reconfiguration

Study Segment: 3

KEY PRINCIPLES:



### Description:

Working with adjacent property owners, seek to revise the existing Fraser Street intersection to eliminate the right-in access from Terminal. Future access would be via a one-way road or lane from Wentworth, with right-out access to Terminal. Develop the Fraser Street ROW to incorporate on-street parking, street trees, covered bicycle parking, public open space, and other amenities.

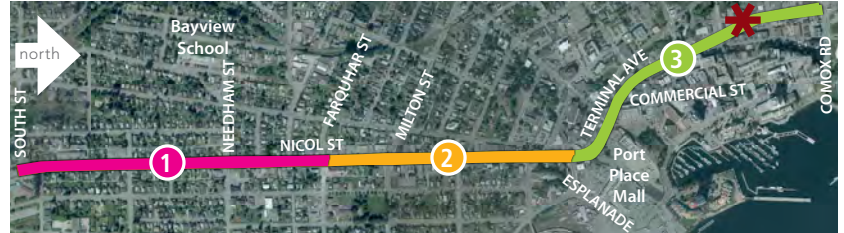
### Rationale:

- ▶ The existing right-in access to Fraser Street is a high-speed, low-use corner and takes up a substantial area of ROW.
- ▶ Closure of the right-in access would free up significant space for other street features including public open space and street trees.
- ▶ The Wentworth Street intersection is less than 100 m from Fraser Street.
- ▶ Provision of right-out access would allow vehicles to circle the block if they miss their destination.



*In downtown Victoria, streets use consistent paving and bollards to show shared pedestrian and vehicle spaces. No curb transition is used between cars and the sidewalk.*

### Location:



### Potential Challenges:

- ▶ The intersection closure would change current traffic patterns.
- ▶ Existing businesses may have concerns about access changes.

### Design Considerations:

- ▶ Planning and design for this area should be undertaken with adjacent land owners to maximize potential benefits to both public and private properties.
- ▶ The concept suggests a one-way lane with development of the remainder of the ROW as on-street parking and pedestrian area.
- ▶ An angle parking concept is shown, which would add ~ 17 stalls to the area; other parking configurations could be considered during functional design.
- ▶ With the closure of the right turn, a small public plaza could be added at the corner of Fraser and Terminal, incorporating elements such as public art, trees, seating, and special paving.
- ▶ Fraser Street could be designed as a "shared" street that de-emphasizes the barriers between cars and pedestrians. Use of paving, bollards, and street trees would help manage traffic.





The existing Fraser Street intersection.



Concept Sketch – Revised traffic pattern and public open space at the Fraser Way corner.

Actions	Preliminary Capital Cost Allowance	Parties
V-1 Implement the new Fraser Street configuration.	\$1 M	CoN / MoTI / DNBIA

# W

## Campbell Street Left Turn Bay

Study Segment: 3

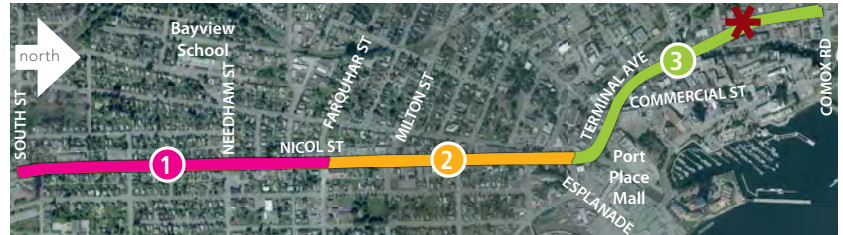
KEY PRINCIPLES:



### Description:

Revise the existing Campbell Street intersection to provide northbound left turn onto Campbell Street and an integrated pedestrian crossing.

### Location:



### Rationale:

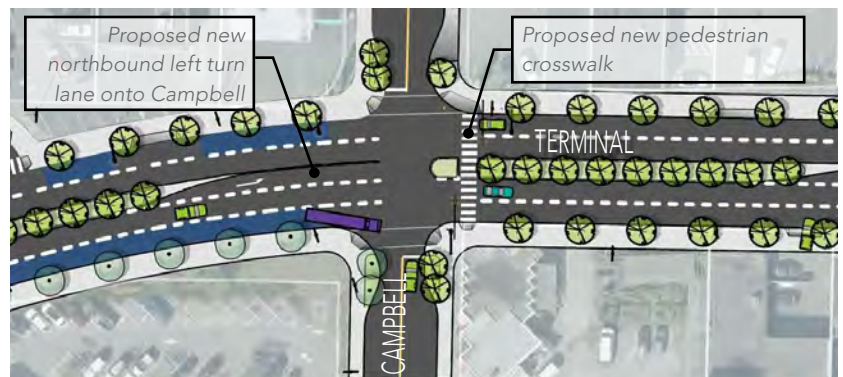
- ▶ The west side of Terminal has circulation challenges related to the steep hill up to Wallace. An additional left turn onto Campbell would improve access to businesses on that side of the roadway, which are currently separated from northbound traffic by an existing concrete median.
- ▶ There is sufficient space within the ROW to add a left turn in this location.

### Potential Challenges:

- ▶ A new intersection would change current traffic patterns.

### Design Considerations:

- ▶ The concept shows an unsignalized vehicle intersection due to close proximity to the existing signals at Comox / Front and the proposed signal at Wentworth.
- ▶ A left turn bay southbound onto Campbell is not recommended as the existing road network on the east side is well connected by Cliff Street. This allows a longer centre median.



Actions	Preliminary Capital Cost Allowance	Parties
W-1 Implement the Campbell Street left-turn bay as part of Component Q: Terminal Avenue Revised Curbs & New Centre Median.	Refer to Comp. Q	CoN / MoTI





## Transit on Corridor

Study Segment: 1, 2, 3

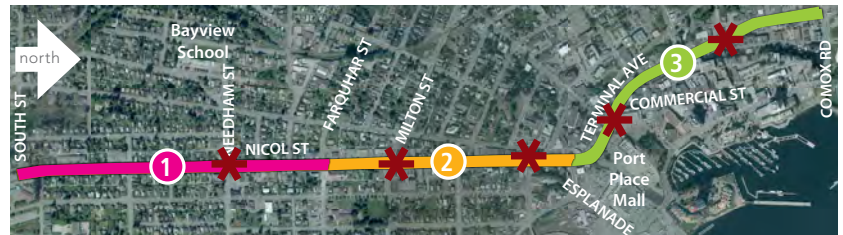
KEY PRINCIPLES:



### Description:

Consider relocating existing transit routes and support future rapid transit on Terminal Nicol.

### Location:



### Rationale:

- ▶ Today, transit operates on parallel roads to Terminal Nicol as a one-way loop on Victoria and Haliburton.
- ▶ Public input indicated this current system works, although there is an issue with pedestrian crossings and connections to parallel streets.
- ▶ Transit supports animation and pedestrian activity in commercial areas and improves transfer options between local routes and future rapid transit on Terminal Nicol. Bringing riders directly into Terminal Nicol commercial areas will encourage people to visit local businesses
- ▶ Transit activity can also help moderate traffic speeds and encourage more multi-modal activity.
- ▶ Transit would work with the time-of-day parking concept and would support traffic calming.

### Potential Challenges:

- ▶ Bus activity on Terminal Nicol would change traffic existing traffic patterns.
- ▶ Safety considerations would need to be addressed.

### Design Considerations:

- ▶ Transit stops should be planned in conjunction with pedestrian crosswalks (see Component E) to provide convenient access to both sides of the corridor.
- ▶ Transit stop design should include high-quality design elements, lighting, seating, and shelter considerations.



Transit is often a key part of an active, animated streetscape.

Actions	Preliminary Capital Cost Allowance	Parties
X-1 During functional design, work with the RDN to identify opportunities to relocate existing transit to the corridor.	See Comp. B	CoN / RDN
X-2 In partnership with the RDN, develop transit stops and shelters that add to the attractiveness of the corridor.	\$145,000	CoN / RDN



## 6.3 GENERAL GUIDELINES

In addition to streetscape improvements, Terminal Nicol Re-imagined also identified general guidelines that apply to the entire area. The guidelines include best practices that should be considered as a part of all new streetscape development.



## AA

### Promote Social Inclusion & Positive Community Growth

#### Description:

Seek opportunities to incorporate social considerations into planning and design for Terminal Nicol.

#### Rationale:

- ▶ During public engagement, participants identified social issues as a primary concern. While Terminal Nicol Re-imagined is focused on physical improvements to the corridor, opportunities to encourage social cohesion should be encouraged as the area evolves.
- ▶ A strong neighbourhood depends upon investment both within the public and private realms. Providing opportunities that encourage and support private reinvestment alongside public investments will be important to achieving the vision for Terminal Nicol.
- ▶ There is a strong grass roots effort for the South End that will contribute to positive community growth.

#### Guidelines:

- ▶ Consider creating grants, incentives, or programs that support property owners reinvesting in private property along Terminal Nicol.
- ▶ Wherever possible, include community members in planning, design, and development of streetscape improvements.
- ▶ Develop volunteer opportunities for enhancements or maintenance that people can participate in to contribute to their neighbourhood.
- ▶ Encourage social programming in the Terminal Nicol area and incorporate physical improvements that support potential programs.

## BB

### Incorporate Environmental Improvements into Streetscape Enhancements

#### Description:

Prioritize environmental stewardship as a key consideration in streetscape enhancements.

#### Rationale:

- ▶ Snuneymuxw First Nation identifies protection of the estuary and surrounding environment as a priority.
- ▶ Nicol Street and surrounding area drain toward the estuary.
- ▶ New technologies provide opportunities to improve green infrastructure to help better manage run-off before it enters natural areas.

#### Guidelines:

- ▶ Use drainage infrastructure that captures and separates sediments and potential contaminants before draining street water into the underground stormwater system.
- ▶ Where feasible, seek to incorporate surface drainage infrastructure such as swales to promote natural cleaning of water.
- ▶ Raise public awareness about the connection between the streetscape and the estuary to help build understanding of how people can contribute to improved water quality.
- ▶ Consider underground reservoirs for stormwater treatment as part of a strategy that includes soil cell technology for street trees.
- ▶ Encourage trees and plantings that create habitat for urban wildlife.

# CC

## Incorporate Historical and Cultural Features

### Description:

Create partnerships between Snuneymuxw First Nation and City of Nanaimo to incorporate features that celebrate the history and heritage of the area.

### Rationale:

- ▶ Snuneymuxw First Nation residents have a strong history to be celebrated.
- ▶ During redevelopment, opportunities will occur to work closely on integrated design features that display this history.

### Guidelines:

- ▶ Maintain and protect existing heritage features during future development.
- ▶ Consider wayfinding and signage indicating Snuneymuxw place names and connections to Snuneymuxw amenities and services.
- ▶ Consider potential checkpoints along the corridor sharing Snuneymuxw - Nanaimo history.
- ▶ Consider designing streetscape elements in partnership with Snuneymuxw First Nation to incorporate historical elements, information, and design.



On Bernard Avenue in Kelowna, Westbank First Nation and the City of Kelowna collaborated to incorporate engraved granite pavers that recognize important local species into the streetscape.

# DD

## Reduce Driveway Accesses

### Description:

Where possible, reduce the number and size of driveway accesses fronting on Terminal Nicol to maximize time-of-day parking and other street enhancements.

### Rationale:

- ▶ Where multiple driveway accesses are in close proximity, it can be difficult to incorporate other streetscape elements such as time-of-day parking, street trees, pedestrian-scale lighting, or furnishings.
- ▶ Driveway accesses can unintentionally promote an auto-oriented streetscape by supplying parking in front of, rather than behind, buildings.
- ▶ The Urban Design Objectives from the City of Nanaimo Downtown Design Guidelines, 2008 notes: "Wherever possible, access to off-street parking should be shared between properties. Loading should be from behind buildings."
- ▶ Alternatives, including access from side streets or rear lanes, often exist.

### Guidelines:

- ▶ As properties fronting Terminal Nicol redevelop, require designs to provide access from rear lanes or side streets where accessible. Encourage landowners to share accesses where rear or side access isn't available.
- ▶ In locations where alternatives to property access do not exist, driveway accesses should be minimized to encourage slow turns and reduce space requirements.
- ▶ Do not support development of new driveway accesses that are wider or more frequent than required.



## EE

### Reduce Street-Facing Parking Lots

#### Description:

As redevelopment occurs, orient vehicle and service functions to behind buildings where possible, to reduce conflict with pedestrian oriented street activities.

#### Rationale:

- ▶ On-site parking located between business entrances and pedestrian areas affects the pedestrian orientation of the street.
- ▶ Urban design guidelines recommend locating parking behind building facades, to strengthen the relationship between the sidewalk and the building entrances.



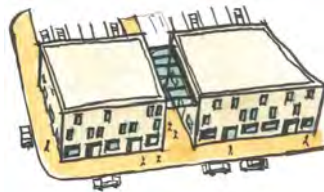
Many locations on Terminal Nicol have parking that separates the sidewalk from building entrances.

#### Guidelines:

- ▶ Where off-street surface parking is required, locate to the rear of the building with access from lanes or side-streets.
- ▶ Off-street parking located between the front face of a building and the public sidewalk should be prohibited.
- ▶ Shared parking and accesses should be encouraged to reduce number of curb let-downs and access points along the street.



NOT THIS



THIS

## FF

### Create Significant and Sustainable Planting

#### Description:

Select appropriate plant species for the site that have positive impacts and are easy to maintain.

#### Rationale:

- ▶ The vegetation on Terminal Nicol was commonly identified as an area for improvement. Key topics included:
  - » Appropriate and desirable tree species
  - » Maintenance requirements of vegetated areas
  - » Environmental benefits of high-quality vegetation
- ▶ Vegetation, especially street trees, have a positive affect on people's perception of a space.

#### Guidelines:

- ▶ Select tree species with significant canopies that suit the scale of the corridor.
- ▶ Provide adequate soil volume and investment in tree planting to provide for robust tree development and long-term health.
- ▶ Avoid plantings with high maintenance and water requirements.
- ▶ Ensure that new plantings receive adequate water, especially during establishment, to support long-term success and health.
- ▶ Select species that contribute to urban habitat.



NOT THIS



THIS



## 7 APPENDICES

APPENDIX A: PUBLIC ENGAGEMENT SUMMARIES

APPENDIX B: PRELIMINARY CONCEPT DIAGRAMS

APPENDIX C: COMPONENT SUMMARY

APPENDIX D: TN RE-IMAGINED STEERING COMMITTEE TERMS OF REFERENCE



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# APPENDIX A

## PUBLIC ENGAGEMENT SUMMARIES



Over the course of Terminal Nicol Re-imagined process, several public and stakeholder engagement events were held to listen to concerns and ideas, share preliminary directions, and review the draft plan.

The following section summarizes the following key engagement events and the information received during:

- ▶ Event #1: My Street
- ▶ Event #2A: Preliminary Concepts
- ▶ Event #2B: Stakeholder Event
- ▶ Event #3: Draft Plan Review



## A.1 EVENT #1: MY STREET

### EVENT OVERVIEW

This is a summary of the public feedback received between September 20<sup>th</sup>, 2015 and October 5<sup>th</sup>, 2015 when public input was invited during the My Street Event.

My Street was a volunteer-led community event designed to bring together existing shopkeepers, pop-up vendors, and community members to create a visionary Nicol Street for the day. The event incorporated traffic calming including on-street parking on Nicol Street and temporary pedestrian crosswalks to illustrate a street where pedestrians and vehicles co-exist in greater harmony.

The one-day event was created to inspire officials, property owners, developers, and entrepreneurs to take a fresh, bold look at Nicol Street and was a source of inspiration and information for Terminal Nicol Re-imagined.

Public Event #1 for Terminal Nicol Re-imagined was held at My Street to listen to concerns about Terminal Avenue and Nicol Street today and record community ideas for the future.

The event included a drop-in tent at My Street with a variety of interactive displays. People were also asked to provide input through a questionnaire, which was completed by 159 participants between September 20<sup>th</sup> and October 5<sup>th</sup>, 2015.

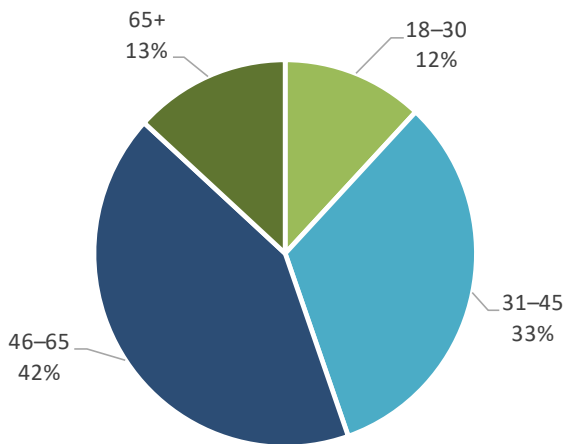
*Discussing ideas for Terminal Nicol at My Street.*



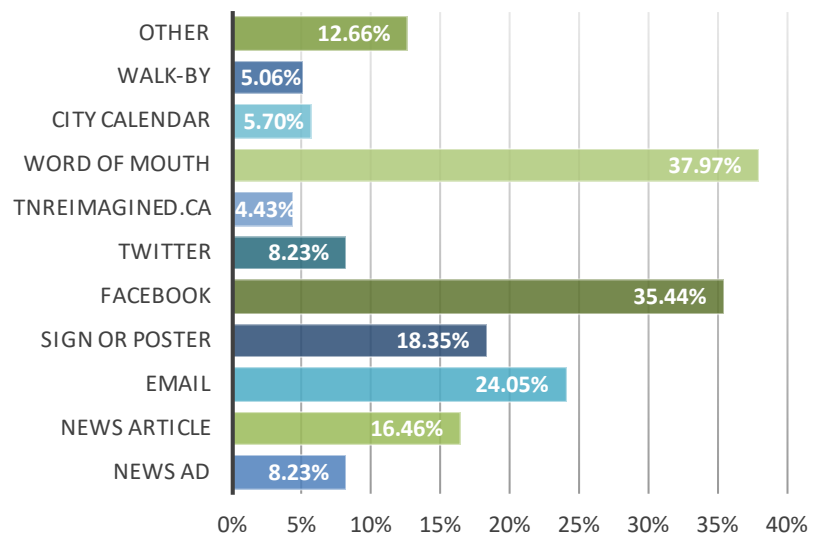
## WHO PARTICIPATED IN THE QUESTIONNAIRE?

- ▶ 159 responses
- ▶ Event attendance was cross-section of the City with strong South End representation
- ▶ Some attendees and respondents from the broader RDN
- ▶ Majority of respondents 31-65 years of age
- ▶ Small percentage of respondents were business / property owners or tenants along the corridor

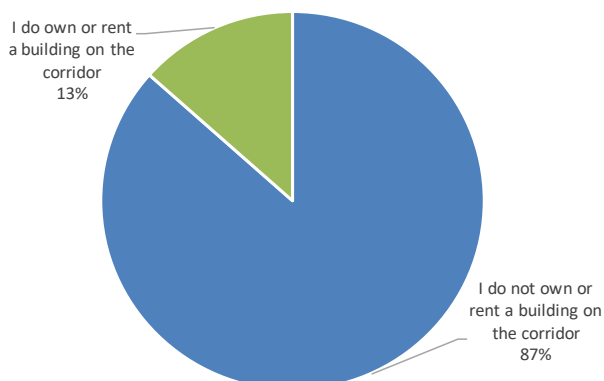
## What were respondents' ages?



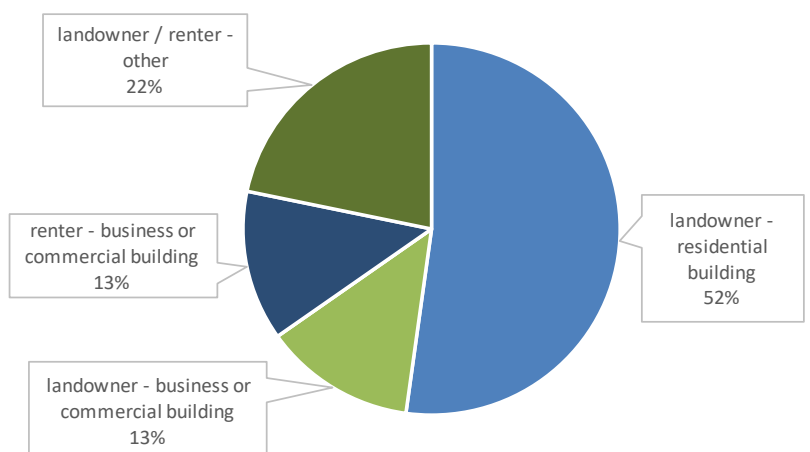
## How did Participants Hear about Terminal Nicol Re-imagined Event #1?



## What proportion of participants own or rent buildings on the corridor?



## Of those participants with buildings on the corridor, do they own or rent the property?





## VISION

Respondents to the questionnaire and participants at the public event were asked to re-imagine what they think Terminal Nicol should be like in the future. The diagram below illustrates key words and phrases that they used to describe what they would like to see, hear, feel or experience.



## ISSUES & OPPORTUNITIES

Respondents were asked to identify their top two opportunities and top two issues for consideration when planning the future of Terminal Nicol.

Top opportunities or hopes included:

- ▶ Pedestrians
  - » Safe and inviting for pedestrians
  - » A wide continuous sidewalk on both sides of the entire Terminal Nicol corridor
  - » Roadway intersections to have pedestrian controlled crosswalks
- ▶ Motorists
  - » Shift from “highway” to mixed-use street
  - » Narrower lanes and lower speeds
  - » Key intersections converted to roundabouts
  - » Parking opinions were divided: support for both parallel parking and off-street parking
  - » Traffic calming elements
- ▶ Cyclists
  - » Provide safer environment for cyclists
  - » Separated cycling infrastructure on Terminal Nicol or adjacent streets
  - » Haliburton, Victoria, and Wallace Streets were identified as possible routes with less motor vehicle conflict
  - » Cycling infrastructure to link into downtown, and to places like VIU
  - » Bike parking
- ▶ Land Use
  - » Renewed area attracts new business to redevelop or repurpose rundown properties
  - » Emphasis on more neighbourhood oriented small businesses (cafes, bakeries, butcher shops, unique retail businesses, etc.)
  - » A mixture of land uses within the corridor
  - » Retail and food businesses at ground level with residential and office space above
  - » More park space including pocket parks in empty parcels as interim use
  - » Urban agriculture opportunities on vacant lands
- ▶ Streetscaping & Amenities
  - » The corridor is cleaned-up with a “face-lift” for the road, landscaping, and buildings
  - » The corridor becomes greener and less dominated by concrete
  - » More street trees are added along the sidewalks and in a centre median
  - » Colour and visual character are added to the corridor through the building facade upgrades public art, and coloured or feature sidewalks
  - » The renewed streets incorporate artistic light standards, bike racks, and benches
  - » Large billboards and visual clutter are removed from the corridor
  - » The Bastion Bridge is retrofitted as an architectural feature/landmark
- ▶ Social Issues
  - » These upgrades are part of the solution for a safer neighbourhood and community
  - » Physical changes can help decrease challenges of drugs, homelessness, etc.

Top issues, fears, and concerns included:

- ▶ The most common fear = Terminal Nicol corridor will remain the same as it is now
- ▶ Individual public voices will not be heard
- ▶ Municipal and provincial authorities will not be open to major changes
- ▶ The corridor will continue to be a highway dominated by cars
- ▶ Changes will slow down traffic too much and divert heavy traffic onto adjacent residential streets
- ▶ Crime and drug problems will continue or increase
- ▶ Cost of change will be too high



## ISSUES & OPPORTUNITIES MAPPING

Complementary to the questionnaire, a large-scale issues and opportunities map was featured at the My Street event. Event participants were asked to add their issues or opportunities by writing their comment on a sticky note and adding it to the map. The following map (next page) records the issues and opportunities that were noted on the map.





- ## Identified Constraints

- 91





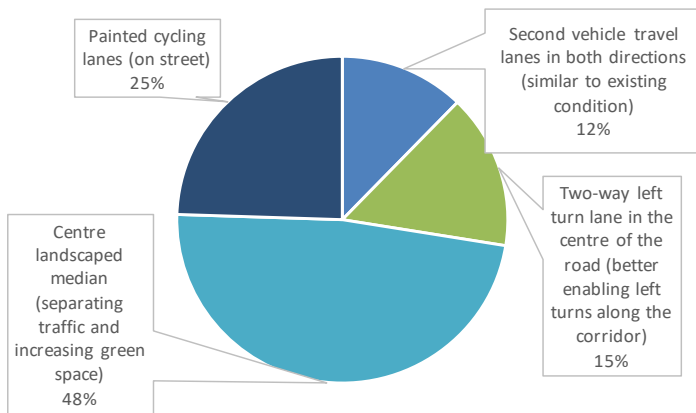
## PRELIMINARY PRIORITIES

To begin gathering input on how people think space within the Terminal Nicol corridor should be used, preliminary questions were asked to understand priorities for road areas, parking, and amenities. These questions were asked for each of the three study sections to understand how people envision the future of different parts of the corridor.

### Section 1: South Street to Farquhar Street

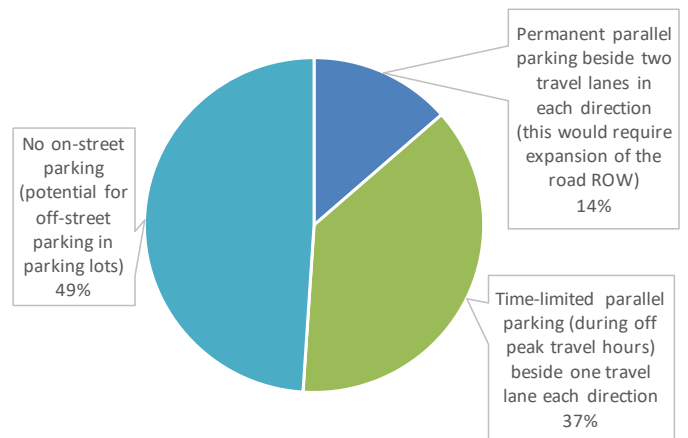
#### Roadway

For the roadway, participants prioritized potential development of a centre landscaped median to help increase safety and green elements in the streetscape.



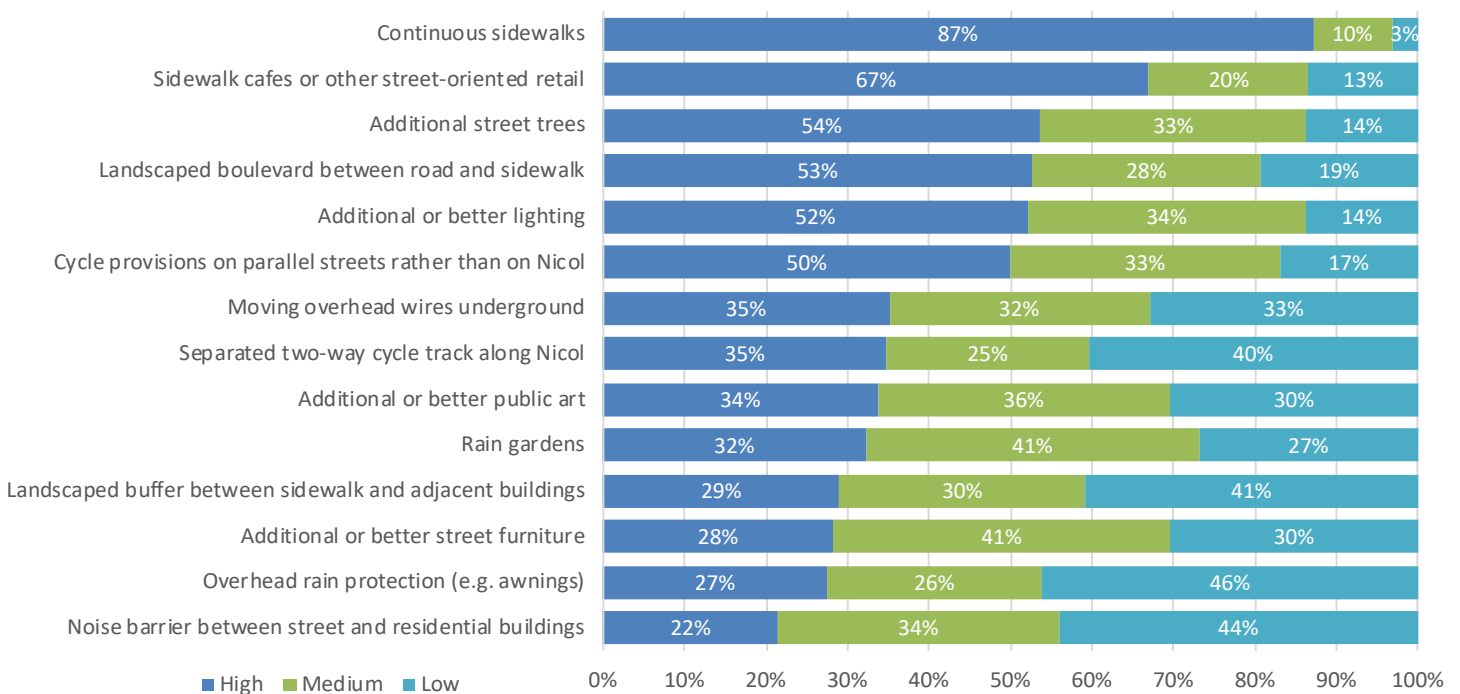
#### Parking

Most respondents preferred not having on-street parking in this section to allow traffic flow. Generally parking was viewed as less important in this section due to the primarily residential land uses.



#### Other Roadside Elements

When asked what other elements participants would like to see to improve Section 1, most participants identified continuous sidewalks as a high priority for this section.

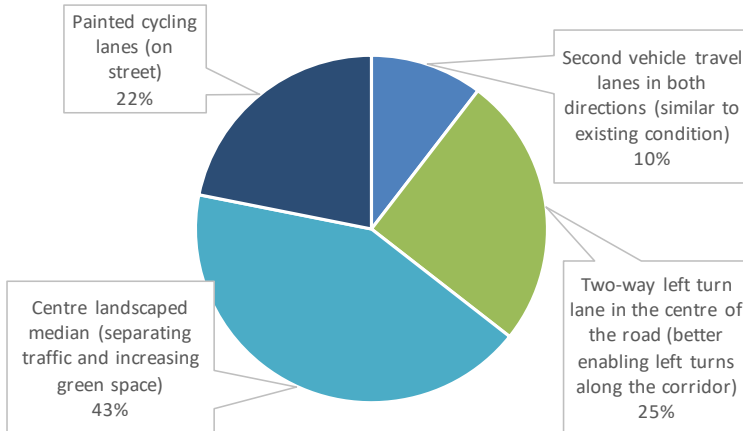




## Section 2: Farquhar Street to Esplanade

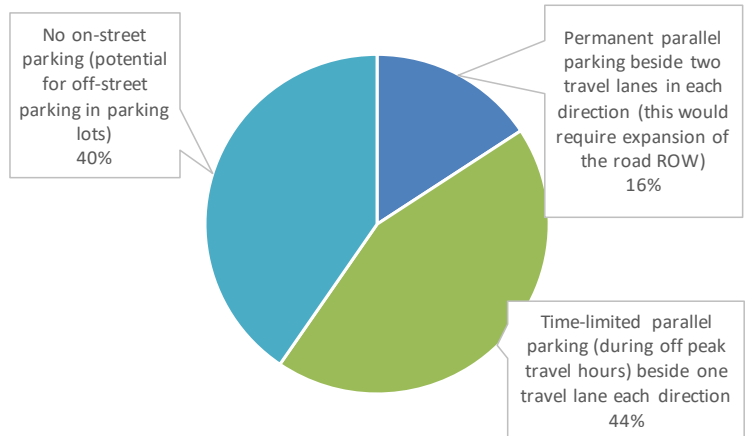
### Roadway

Similar to Section 1, participants prioritized potential development of a centre landscaped median to help increase safety and green elements in the streetscape. This section also saw a higher priority for improving left turn movements along the corridor over Section 1.



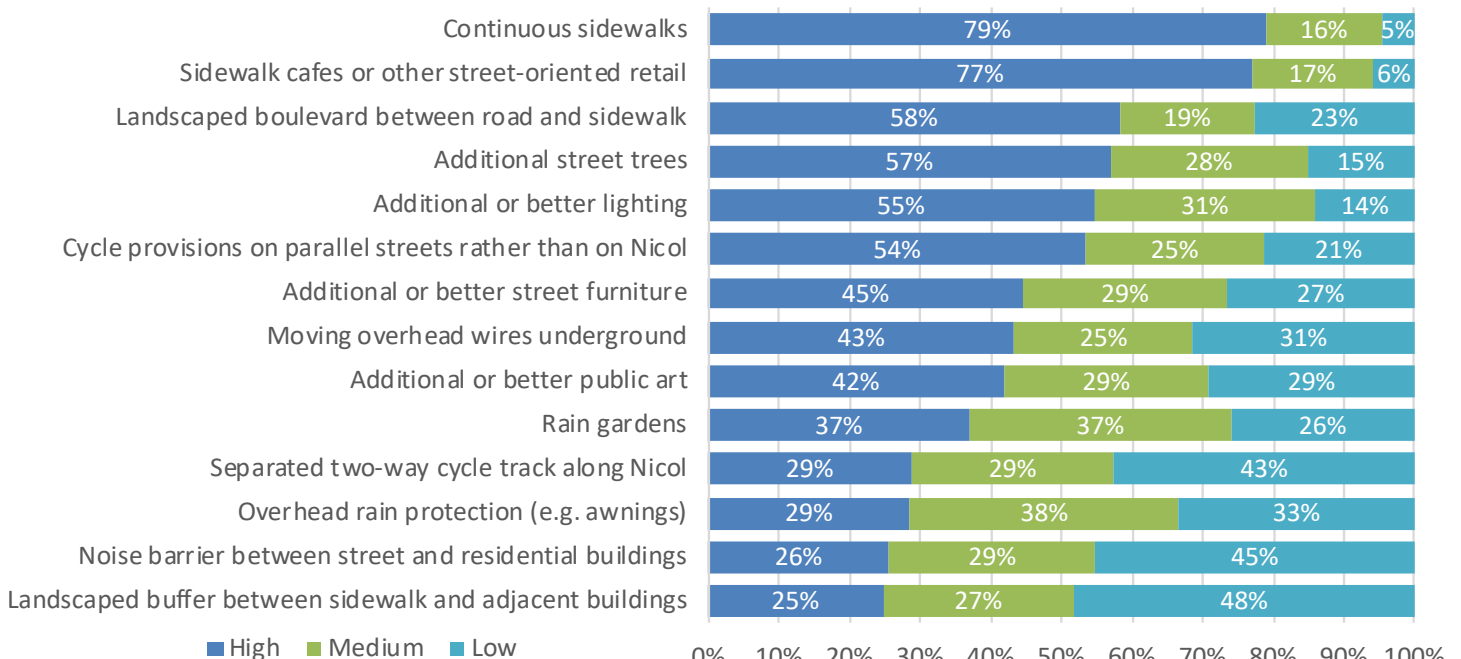
### Parking

In Section 2, more participants identified value in time-limited parking, as well as permanent parking than in Section 1, because of the more commercial land use of the area.



### Other Roadside Elements

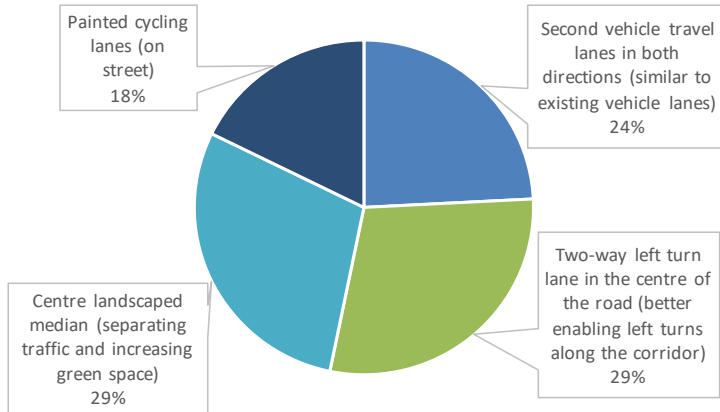
When asked what other elements participants would like to see to improve Section 2, most participants identified continuous sidewalks as a high priority for this section. In addition, sidewalk cafes or other street-oriented retail were also identified as a high priority by the majority.



### Section 3: Esplanade to Comox / Front

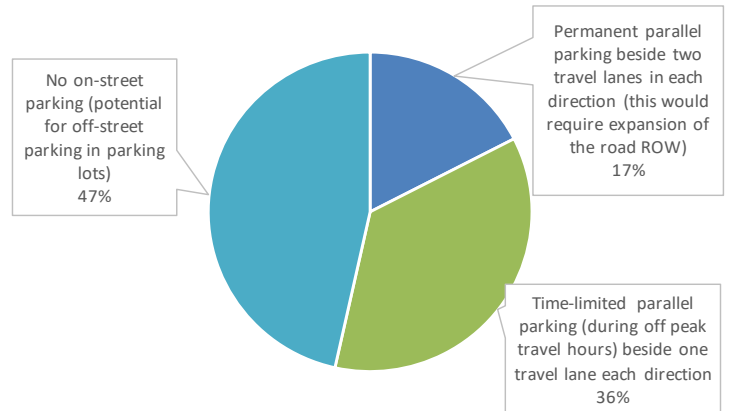
#### Roadway

In Section 3, responses were split more evenly between the options with people identifying a greater need to maintain vehicle movement, while still supporting improved greening of the roadway.



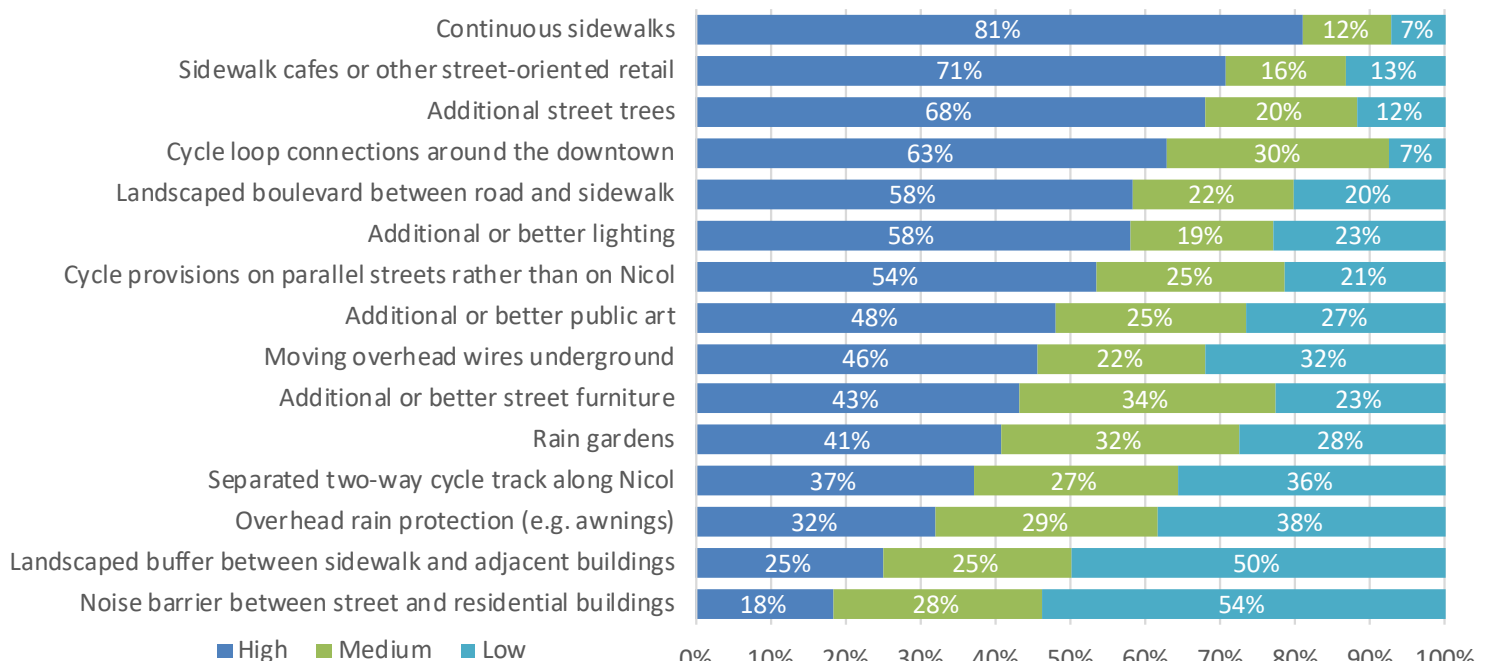
#### Parking

In Section 3, participants showed higher support for not having on-street parking, identifying concerns that its introduction would negatively impact traffic movements in this section and an existing availability of off-street parking.



#### Other Roadside Elements

In Section 3, participants continued to prioritize sidewalks and sidewalk cafes, but also identified additional street trees as a particularly high priority for this section. Cycle loop connections was also considered high priority.

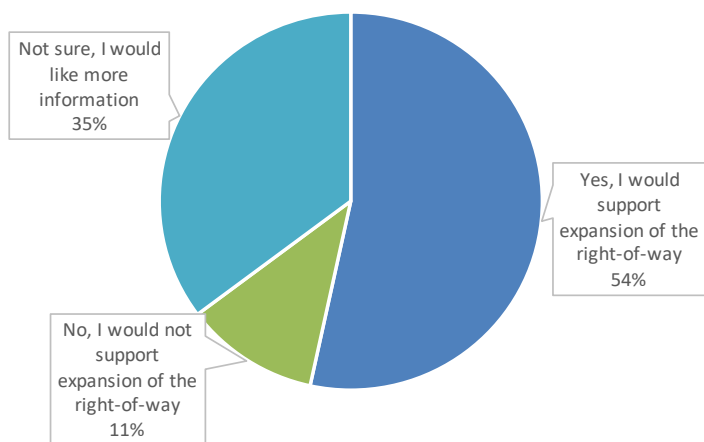




## CORRIDOR EXPANSION

A particular challenge for Terminal Nicol is the limited width of the road right-of-way. While there are many ideas for corridor improvements, it would be impossible to achieve all these ideas within the current corridor right-of-way, which varies from as little as 17 m in constrained areas, to over 24 m in other locations.

To gauge public support for potential future expansion of the corridor, participants were asked if they would support negotiating additional private land to widen the road right-of-way at the time of redevelopment. While the results indicate that many would be supportive of expansion to benefit the corridor, it should be noted that the majority of respondents were not corridor land owners who would be directly affected by this change.



## GENERAL COMMENTS

Overall, participants indicated excitement and support for an improved Terminal Nicol. Key themes from general comments included:

- ▶ Looking beyond just the corridor for cycling linkages to join the area to the larger network.
- ▶ Encouragement for creating a space that can be enjoyed.
- ▶ Extensive input about making it green and welcoming as the entrance to Nanaimo.
- ▶ Reiteration about the need to make the space feel safer for pedestrians and cyclists.
- ▶ Desire to support local businesses and boost tourism in Nanaimo.
- ▶ The need for more pedestrian crosswalks to provide more and safer crossings.
- ▶ Encouragement to integrate previous planning efforts such as the South End Neighbourhood Plan.

## A.2 EVENT #2A: PRELIMINARY CONCEPTS & EVENT #2B: STAKEHOLDER EVENT

### EVENT #2A OVERVIEW

Public Event #2A input was received through:

- ▶ An Open House Event on Saturday, November 21<sup>st</sup>
- ▶ The follow-up online feedback form (using Survey Monkey®) open November 23<sup>rd</sup> to December 6<sup>th</sup>, 2015
- ▶ Hard copy forms completed or submitted at the City of Nanaimo Services and Resources Centre (November 23<sup>rd</sup> to December 6<sup>th</sup>, 2015)

The purpose of this engagement was to offer participants an opportunity to review working concepts and provide feedback on their level of support or preference for proposed project components for each section of the Study area.

### EVENT #2B OVERVIEW

In recognition that only a small percentage of participants in the Terminal Nicol Re-imagined Study to date identified as either a landowner or business owner, or both, on Terminal Nicol, a follow-up event was held to target stakeholder participation. The purpose of this additional event was to engage stakeholders, including business and property owners, to review the preliminary directions for Terminal Nicol and offer feedback on their level of support or preference for proposed concept directions for each of the three sections of the Study area.

While both members of the public and stakeholders were invited to attend, outreach focused on business owners and land owners on the corridor.

The preliminary concepts presented at this event were the same as those presented at the Nov. 21, 2015 public event.

Comments were received through:

- ▶ A Public Forum and Online Webcast on Tuesday, March 1<sup>st</sup>, 2016
- ▶ The follow-up online feedback form (using Survey Monkey®) open from March 1<sup>st</sup> to March 14<sup>th</sup>, 2016
- ▶ Hard copy forms completed or submitted at the City of Nanaimo Services and Resources Centre (March 1<sup>st</sup> to March 14<sup>th</sup>, 2016)

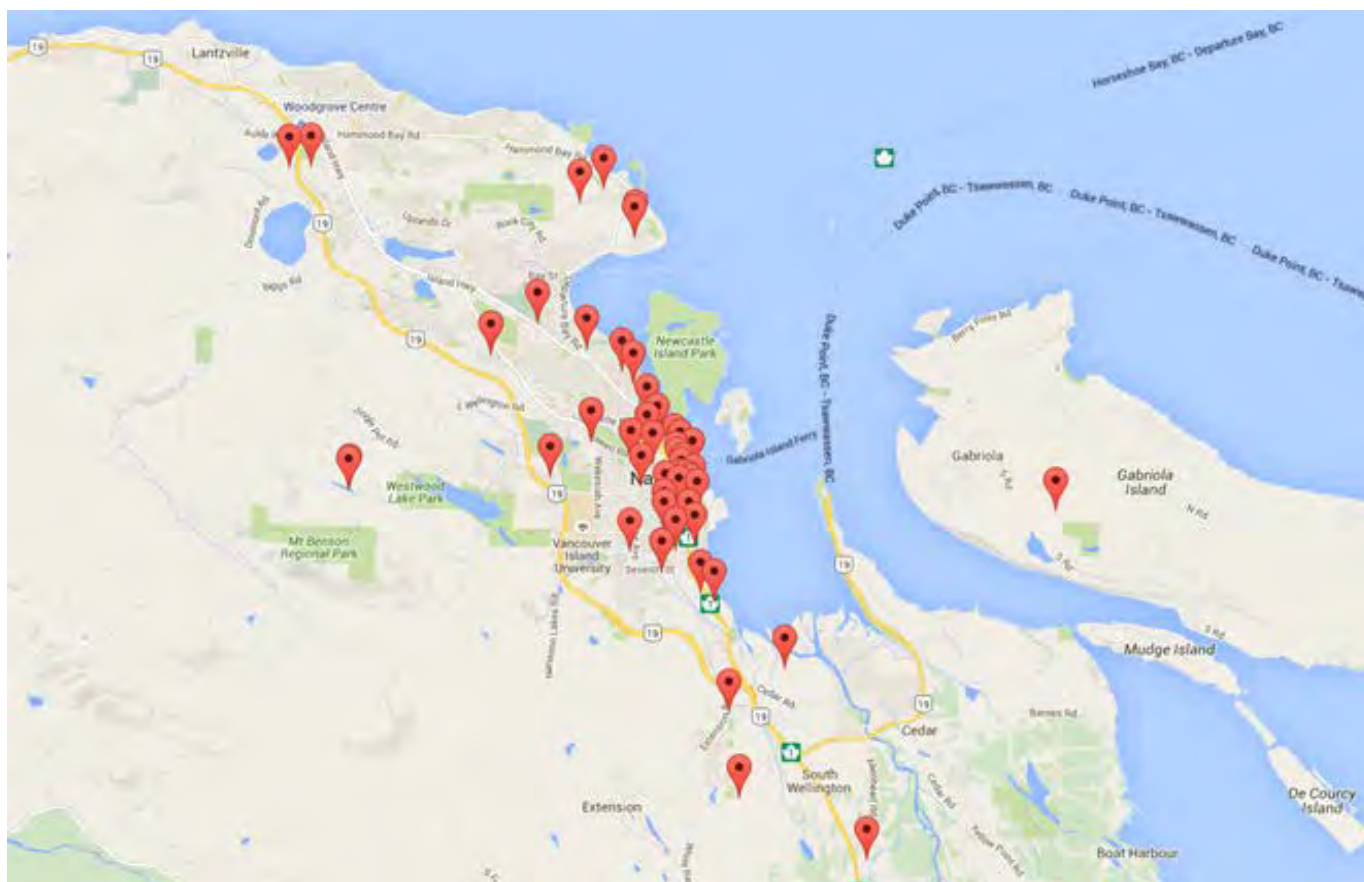
The format of the event involved a presentation of plan directions, followed by a Question and Answer period and discussion with the TN Re-imagined Committee. Information handouts were developed to provide the participants with an overview and input to date along with a traffic backgrounder and preliminary plans for the three study sections.



## WHO PARTICIPATED IN EVENT #2A AND #2B?

Actions	Event #2A	Event #2B	TOTAL / AVERAGE
Number of participants who signed into the event	105	n/a	n/a
Feedback forms submitted	138	117	255
Majority age of participants	31-65	31-65	31-65
Percentage of participants who indicated they are a landowner along the Terminal Nicol corridor	9%	16%	12%
Percentage of participants who indicated they are a business owner along the Terminal Nicol corridor	4%	17%	10%

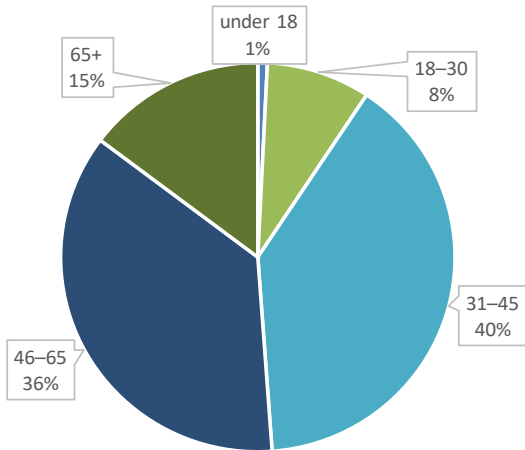
While the majority of respondents did not identify as land owners or business owners, Event #2B did attract more input from these important groups.



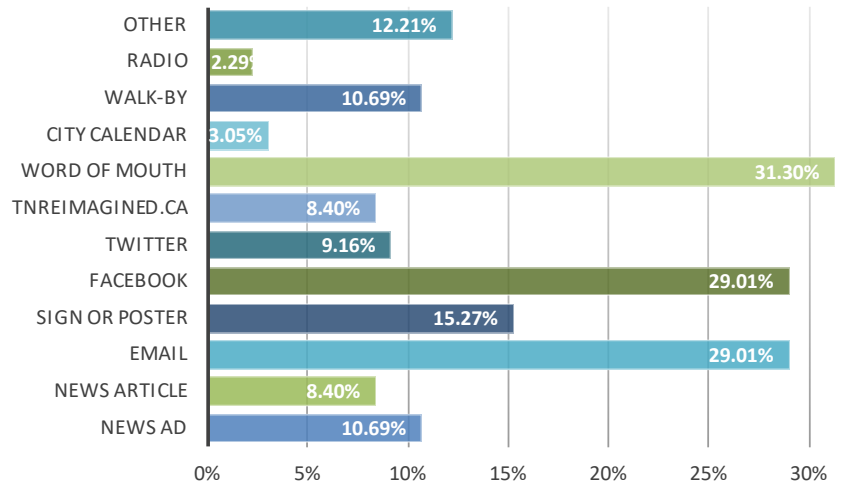
Map of postal codes provided by Open House participants (markers indicate one or more responses per postal code)

## COMBINED FEEDBACK FROM EVENTS #2A AND #2B?

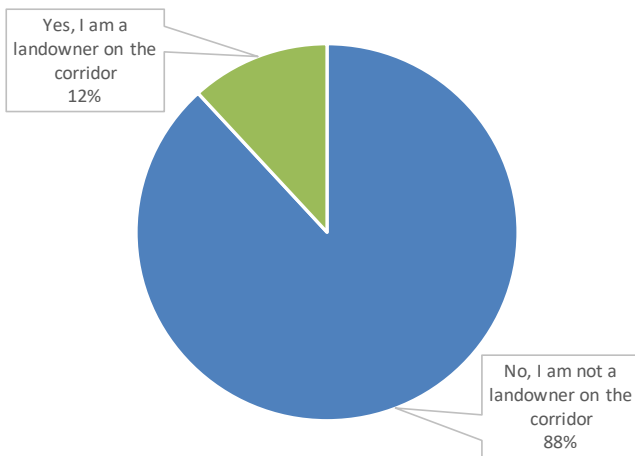
### What were respondents' ages?



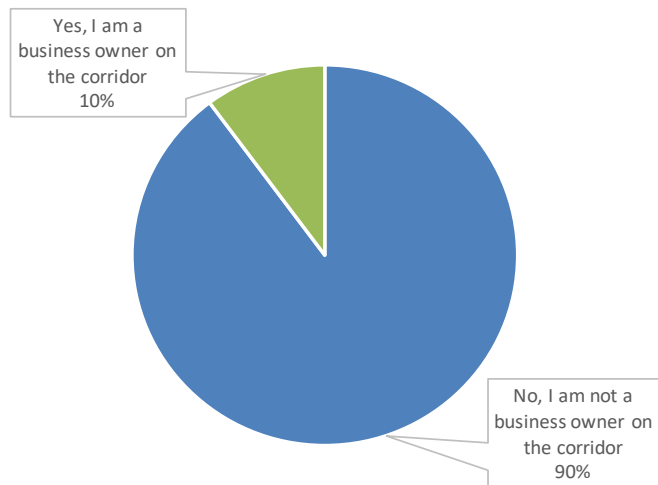
### How did Participants Hear about Terminal Nicol Re-imagined Event #2A? (this question was not asked for Event #2B)



### What proportion of participants are landowners on the corridor?



### What proportion of participants are business owners on the corridor?



The following summary presents the combined input from the November 21<sup>st</sup>, 2015 and March 1<sup>st</sup>, 2016 events and follow-up feedback forms.

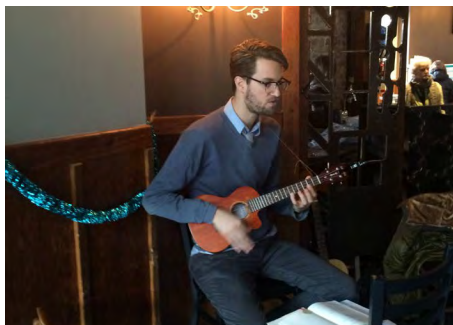
## KEY THEMES, HOPES, AND CONCERNS

Participants were asked to list any key themes, hopes, and concerns that were not captured by the four preliminary principles identified for Terminal Nicol:

- ▶ Our City's Gateway
- ▶ Safe for Everyone
- ▶ Vibrant Main Street
- ▶ Keep on Moving

There were 47 additional comments about these themes. Of these, 14 comments were supporting the four themes already listed, and the majority of the remaining (~26 comments) were centred around the existing four themes. Some of the additional comments that were not captured by the existing themes include:

- ▶ Cultural Heritage:
  - » Respect and celebrate City's heritage
  - » Profile names or images of First Nations
  - » Historical route features
  - » Incorporate cultural design aspects (e.g., Chinatown)
- ▶ General / Other:
  - » Good maintenance plan is needed to care for improvements
  - » Re-name the street to communicate an exciting new era for the City



Images from Terminal Nicol Re-imagined Public Event #2A on November 21, 2015

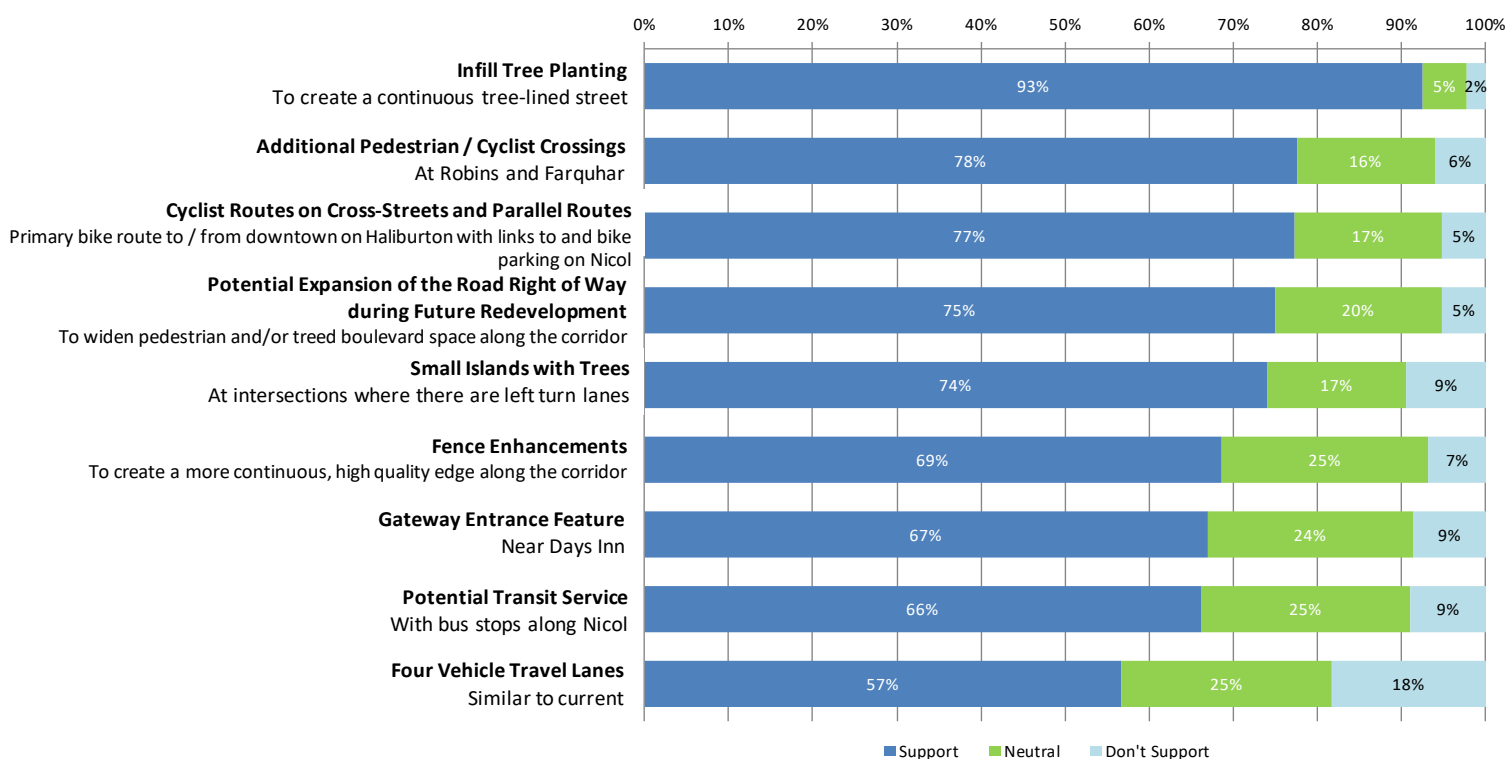


## PRELIMINARY DIRECTIONS SUPPORT

At Public Events #2A and #2B, participants were asked to review preliminary ideas and directions being explored in the Terminal Nicol Re-imagined plan and provide input on their level of support for the proposed approaches. This information was used to refine the preliminary directions for the draft plan and identify gaps or alternate ideas that warrant consideration.

### SECTION 1: SOUTH STREET TO FARQUHAR STREET

#### Feedback on Proposed Preliminary Directions



- In general, the majority of respondents supported each of the preliminary components for Section 1
- The most supported components for this section were:
  - » Infill tree planting (93% support)
  - » Additional pedestrian / cyclist crossings (78% support)
  - » Cyclist route on cross-streets and parallel routes (77% support)
- The component with the least support for this section was:
  - » Four-lane vehicle traffic similar to current (18% don't support)
- All other components had less than 10% of respondents 'don't support'

## Sample Comments about Section 1 Preliminary Ideas:

### Four-lane vehicle traffic:

- ▶ *If still needs to be four lanes, the maximum speed limit needs to be enforced.*
- ▶ *Population is increasing. Nicol Street is a main artery. Don't turn it into a bottleneck.*
- ▶ *I would love to see one lane each direction with a boulevard of trees to make it more visually appealing. Make it more pedestrian friendly. Let traffic be diverted to the bypass or other arterials.*
- ▶ *I think it is not necessary for four lanes if the heavy trucks are going to Duke Point.*

### Gateway entrance feature near Days Inn:

- ▶ *Make this a First Nations focus with heritage-style signage for main attractions such as the petroglyphs.*
- ▶ *Yes! Don't cheap out on this. Make it beautiful, unique, and hire professionals through a design competition.*

### Cyclist routes on cross-streets and parallel routes:

- ▶ *At the moment I wouldn't park any bike I liked anywhere near there.*
- ▶ *This area is dangerous...who would walk or ride their bike here?*
- ▶ *Most homes on Haliburton and Irwin Streets do not have driveways or lane access. How possibly will a bike lane work without affecting resident street parking? Particularly the blocks in the north end of those streets.*

### Potential transit service with bus stops along Nicol:

- ▶ *This area of Nicol is considered a highway. Bus stops will only confuse the issue. Can Haliburton be used instead?*
- ▶ *Only have bus stops if city-owned lots are used to create pullouts so as to not interfere with existing traffic.*

### Infill tree planting to create a continuous tree-lined street:

- ▶ *Can this be sponsored by local companies for carbon mitigation purposes?*
- ▶ *As long as it looks cared for, with the focus on the changing seasons, and less on the grubby, dusty sidewalks and fences. Helps dampen the noise.*
- ▶ *Also flowers, public art, and more banners.*

### Fence enhancements:

- ▶ *This was done several times, but nothing is well maintained.*
- ▶ *Can we do something other than a row of fences?*
- ▶ *Once established, appropriate hedges stay looking good.*
- ▶ *I think the fencing design on the east side of the street should be similar to the retaining/planter blocks found on the west side. Ideally a continuous planter raised slightly above the sidewalk elevation with an ornamental metal fence installed at the rear of the planter. This would be more durable than the existing wood fencing.*

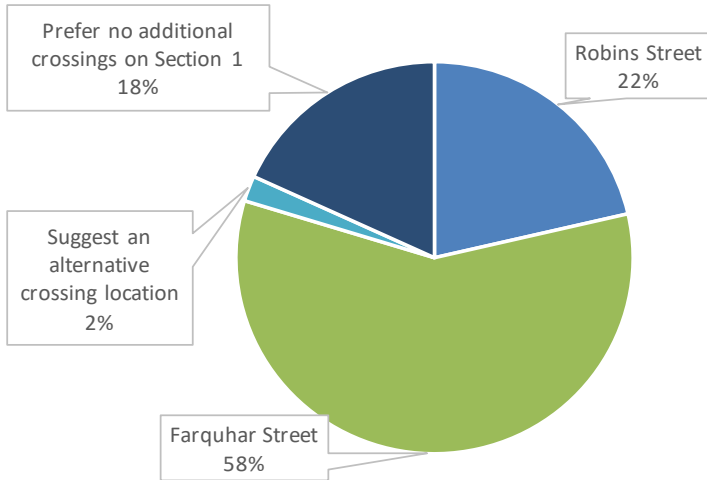
### Small islands with trees at intersections where there are left turn lanes:

- ▶ *Beautiful! Breaks the monotony, adds character.*
- ▶ *There are some areas where this is not practical. Full of cigarette butts.*
- ▶ *If they do not impede sightlines for various forms of traffic.*

### Potential expansion of the road right-of-way during future redevelopment to widen pedestrian and/or treed boulevard space along the corridor:

- ▶ *This is key. This should absolutely be built into future development plans. The space needs to be for people.*
- ▶ *If the sidewalks are going to be widened (or boulevard), then take it from the road right-of-way.*

## Priority Pedestrian Crossing Location for Section 1



Sample comments about pedestrian crossings:

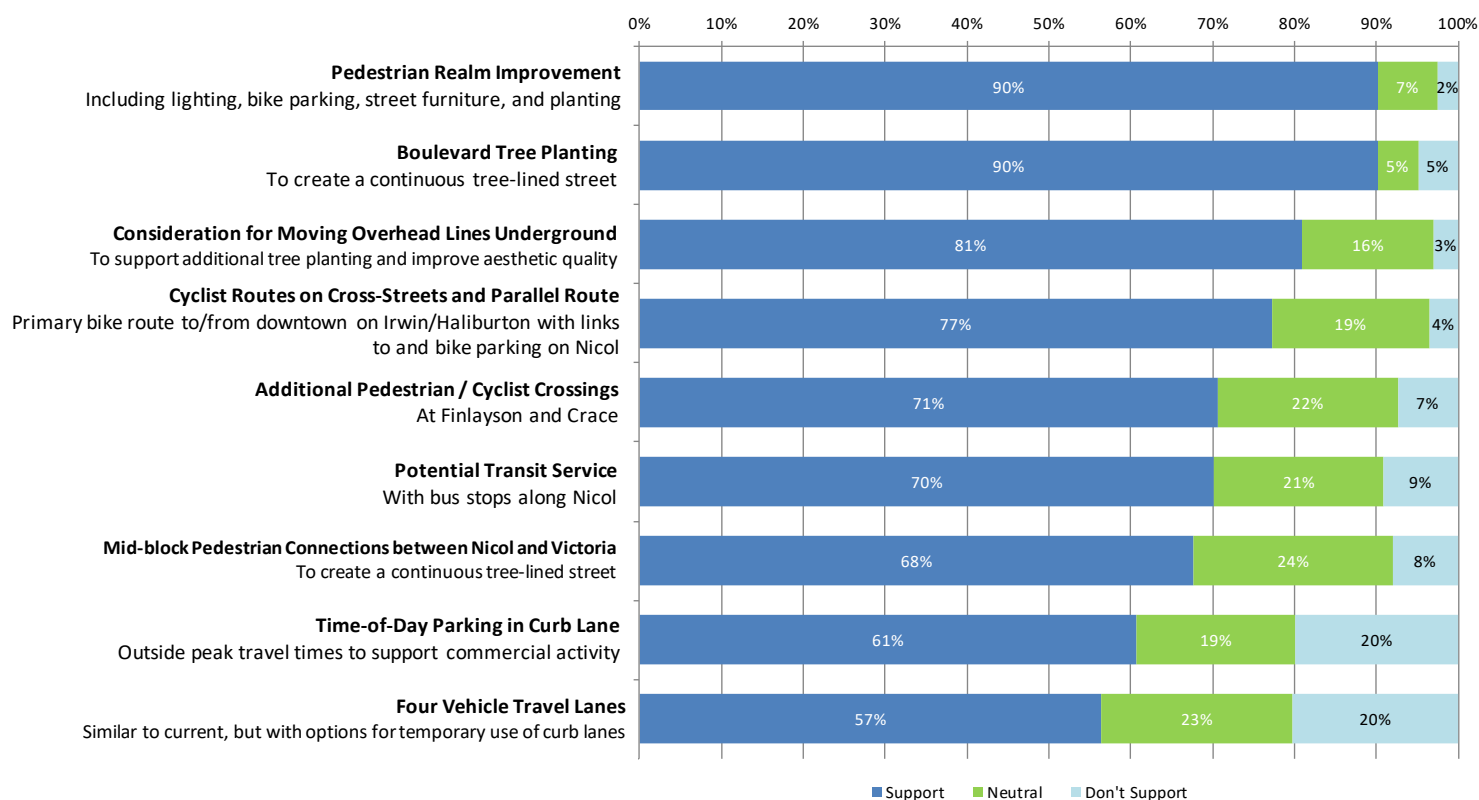
- ▶ *This is a highway transitional area. Drivers won't likely expect crossings and more accidents could happen.*
- ▶ *Consider pedestrian / cyclist-only crossing, thus, no interference from vehicles.*
- ▶ *Yes! This improves safety. If it's not friendly for people, then what's the point?*

## Other Ideas for Section 1

- ▶ Push button (flashing light) crossings to maintain traffic flow
- ▶ Traffic calming measures (e.g., amber warning lights at Nicole and Esplanade for vehicle speed reduction at "gateway")
- ▶ Improved sidewalks to increase the sense of safety and separation
- ▶ "Pocket" parking on vacant lots and short-term parking vital for businesses
- ▶ Overpass to increase bike safety as well as key routes
- ▶ One-way corridor
- ▶ Tax incentive to improve appearance of adjacent properties
- ▶ Concerns of two lanes versus four lanes and increased traffic, potential increase in travel time, and impact on surrounding streets
- ▶ Concerns about retention of four lanes at the start of a residential area, desire to keep pedestrian-friendly and slow traffic
- ▶ Strong support for trees although maintenance and suitability are key
- ▶ Fencing is generally supported but would depend largely on design



## SECTION 2: FARQUHAR STREET TO ESPLANADE



- The majority of respondents supported each preliminary component for Section 2
- The three components with the most support in this section were:
  - » Pedestrian realm improvements including lighting, bike parking, street furniture, and planting (90% support)
  - » Boulevard tree planting (90% support)
  - » Consideration for moving overhead lines underground to support additional tree planting (81% support)
- The components with the least support in this section were:
  - » Four vehicle travel lanes (20% don't support)
  - » Time-of-day parking in curb lanes (20% don't support)

## Sample Comments about Section 2 Preliminary Ideas:

Four-lane vehicle traffic:

- ▶ *Discourage trucks that don't have to be in the downtown area; encourage them to use the parkway instead.*

Time-of-day parking in curb lane outside peak travel times to support commercial activity:

- ▶ *This will be hard to police and could lead to dangerous situations.*
- ▶ *Parallel parking would be difficult for some. What about angled parking?*
- ▶ *Accidents waiting to happen when large transporters are using this as a corridor.*

Cyclist routes on cross-streets and parallel routes:

- ▶ *Remember this is a highway, meant to facilitate passenger and freight movement. I am a hard core bike rider but realize the world doesn't revolve around me. Don't cause issues for normal traffic flow; bike riders can wait for existing lights to change, the same as car drivers.*
- ▶ *So long as dangerous situations are not created.*

Potential transit service with bus stops along Nicol:

- ▶ *Minimize the number of bus stops, but have bike parking nearby.*
- ▶ *Provided vehicles can get around bus when at the stop.*
- ▶ *Pullouts?*
- ▶ *Stops must not interfere with traffic flow.*
- ▶ *Transit buses should always have priority.*

Consideration for moving overhead lines underground to support additional tree planting and improve aesthetic quality:

- ▶ *This would be a huge improvement to aesthetics.*
- ▶ *Truly, believe there are better, more beneficial uses of tax payers monies.*
- ▶ *I favour this citywide in all cases.*

Mid-block pedestrian connections between Nicol and Victoria to improve pedestrian connectivity:

- ▶ *Good lighting must be a consideration for safety.*

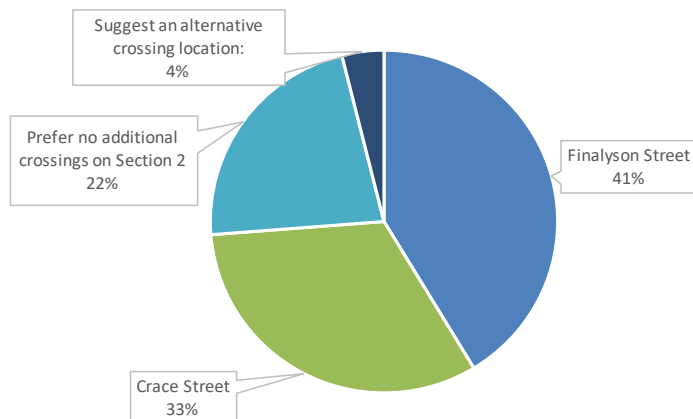
Boulevard tree planting to create a continuous tree-lined street:

- ▶ *Sides, not a center boulevard.*
- ▶ *Find businesses to sponsor this for carbon mitigation purposes.*

Pedestrian realm improvements including lighting, bike parking, street furniture, and planting:

- ▶ *Don't agree with street furniture. It just gets in the way of pedestrians.*
- ▶ *All well and good, but you have to remember, this is a fairly steep hill, and people being people, generally avoid hilly areas with lots of traffic and automobile exhaust / diesel fumes as places to lounge and sip lattes.*
- ▶ *So long as it doesn't create dangerous situations by distracting drivers by encouraging them to stop at unsafe locations, etc.*

## Priority Pedestrian Crossing Location for Section 2



Sample comments about pedestrian crossings:

- *Only at Finlayson. The Crace crossing is on a slope and close enough to the Esplanade light. A crosswalk at Crace will be dangerous with fatalities guaranteed.*
- *Finlayson intersection has had deaths which is why the crosswalk was removed. It is not safe to have a crosswalk at the crest of a hill.*

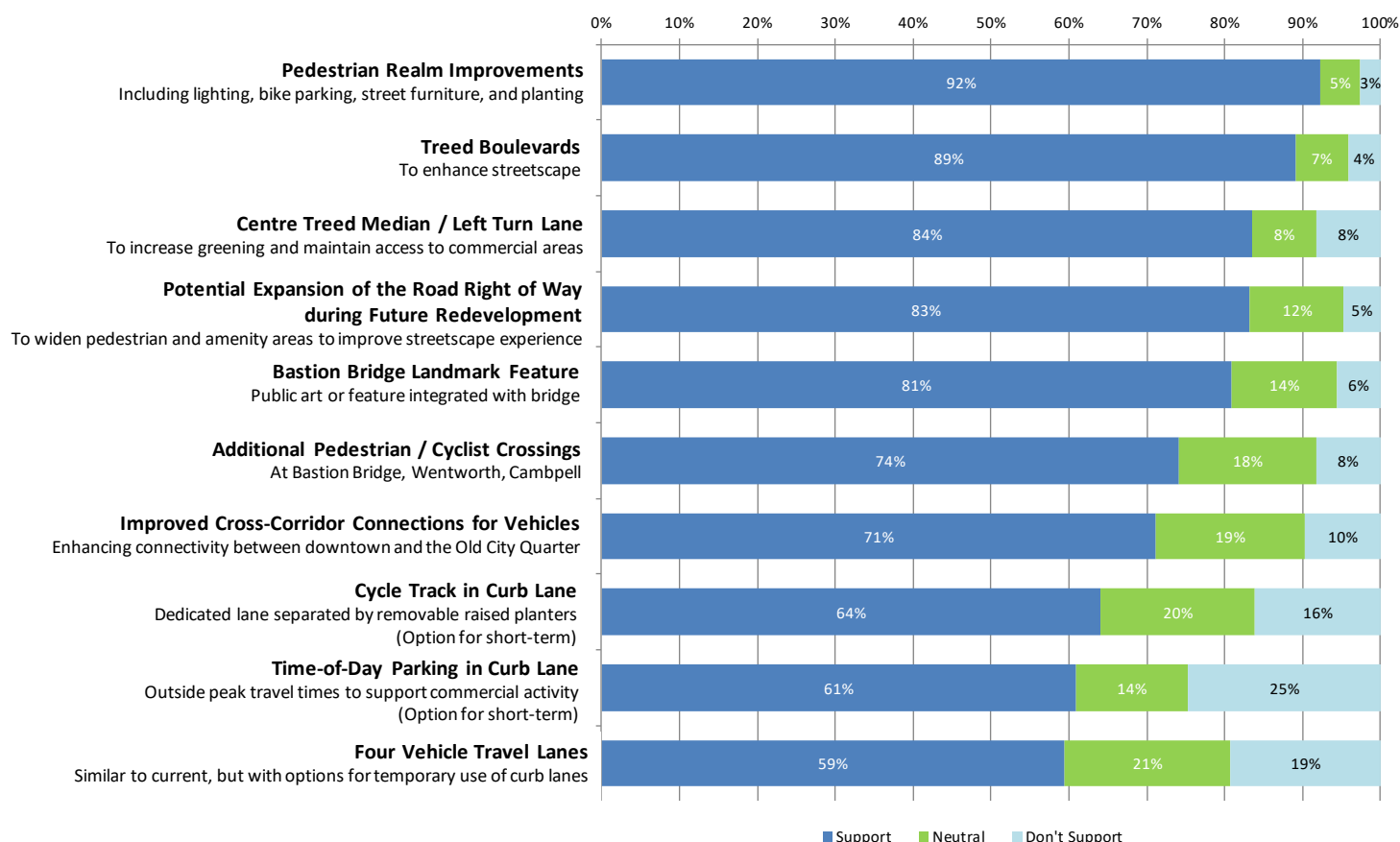
## Other Ideas for Section 2

- Increased safety at future and existing crosswalks (children regularly cross this road)
- Increased parking to accommodate business customers by car (currently most of customers come by car)
- Improve lighting on both sides of street and well-lit crossings
- Revitalize Caprice Theatre as a motion picture / live production / music / dialogue community space
- Overhead crossing at Finlayson
- Grouping of all of Section 2 as one similar roadway may need to be revisited – is there potential for some subtle varied management?
- Widening of Nicol Street to accommodate future traffic



## SECTION 3: ESPLANADE TO COMOX / FRONT

### Feedback on Proposed Preliminary Directions



- The majority of respondents supported each preliminary component for Section 3
- The components most supported for Section 3 were:
  - » Pedestrian realm improvements including lighting, bike parking, street furniture, and planting (92% support)
  - » Treed boulevards to enhance streetscape (89% support)
  - » Centre treed median / left turn lane to increase greening and maintain access to commercial areas (84% support)
- The components least supported for Section 3 were:
  - » Time-of-day parking in curb lanes (25% don't support)
  - » Four vehicle travel lanes similar to current (19% don't support)

### Sample Comments about Section 3 Preliminary Ideas:

Four vehicle travel lanes similar to current, but with options for temporary use of curb lanes:

- ▶ *More trees, less cement.*
- ▶ *Encourage trucks to avoid downtown and use the parkway instead if possible.*
- ▶ *Would prefer bike lanes.*

Centre treed median/left-turn lane to increase greening and maintain access to commercial areas:

- ▶ *This would be a huge improvement!*
- ▶ *Only if traffic flow is not affected. Terminal Avenue isn't that wide so finding space will be a challenge.*
- ▶ *Meridians are ample enough with small plants. Trees remove traffic views.*

Time-of-day parking in curb lane outside peak travel times to support commercial activity (option for short-term):

- ▶ *By this section of the road, transport vehicles will expect the possibility of such things.*
- ▶ *Signage needs to be very clear.*
- ▶ *Angled parking to prevent traffic snarls while parallel parking.*
- ▶ *There is a parkade.*
- ▶ *Definitely not. This will create congestion and dangerous situations as motorists are forced to change lanes.*
- ▶ *Other parking options exist for these businesses.*

Cycle track in curb lane - dedicated lane separated by removable raised planters (option for short-term):

- ▶ *Sounds as if it should work but might end up adding confusion.*
- ▶ *The disadvantages outweigh the benefits. The only way to do this safely is by widening this stretch of Terminal Avenue.*
- ▶ *Wallace needs a cycling lane, not Terminal Ave.*

Improved cross-corridor connections for vehicles enhancing connectivity between downtown and the Old City Quarter:

- ▶ *Not unless there is more parking created.*
- ▶ *One street, not all three. Too many traffic lights.*

Treed boulevards to enhance streetscape:

- ▶ *They must be watered and maintained or they become a mess.*
- ▶ *Encourage businesses along this stretch to contribute financially to this effort.*
- ▶ *Trees remove line of sight when driving especially southbound by the Scotia Bank. As is, drivers can see intersection traffic ahead. With trees it would not be safe.*

Pedestrian realm improvements including lighting, bike parking, street furniture, and planting:

- ▶ *This should be done in conjunction with redevelopment of the properties. Pedestrians have no reason to walk there now.*
- ▶ *Only if it doesn't create dangerous situations by distracting motorists or stop / turn on short notice or encourage cyclists and pedestrians to jay-walk, etc.*
- ▶ *Many areas off the current roadway for such improvements. Talk to land owners.*

Potential expansion of the road right-of-way during future redevelopment to widen pedestrian and amenity areas to improve streetscape experience:

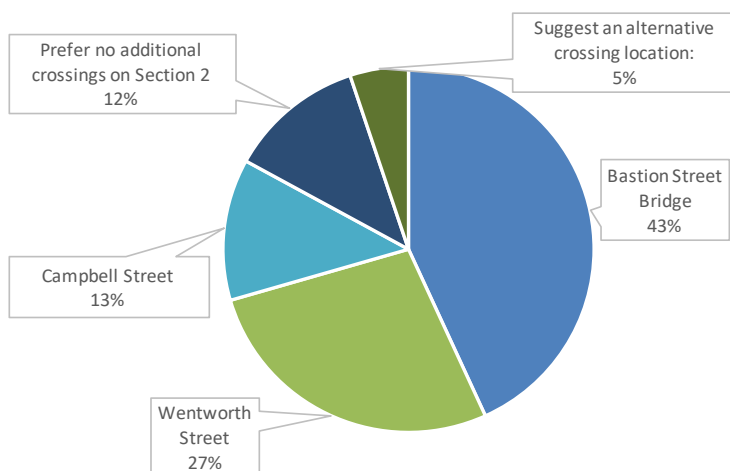
- ▶ *This just seems to make more room for traffic and less for pedestrian and cyclists.*
- ▶ *Only if the widening means a reduction in road width.*
- ▶ *Definitely yes. Do this now and future generations will be grateful.*
- ▶ *Some areas allow for expansion while others don't, such as the building on the southeast side of the Bastion Bridge.*

Bastion Bridge landmark, public art, or feature integrated with bridge:

- ▶ Assuming it's spent wisely. A good example was the investment made in the "Welcome to Nanaimo" landmark signs – an excellent investment in taxpayer money.
- ▶ Add a couple of kiosks (vendors, native art, or information kiosks) so it gives a visual lead to other parts of the city.
- ▶ Public art should be related to eye level on Terminal Ave., not to the bridge.

- ▶ Please make this more than an under-the-bridge mural. Have a design competition. Hire an artist. It needs a decent budget to be successful.
- ▶ Definitely need to highlight points of interest / history with distinctive signage.
- ▶ As long as it doesn't overly distract motorists and lead to accidents.
- ▶ Could start with cool, under bridge lighting. This is simple and not too expensive. There are many examples in other cities can be found online.

### Priority Pedestrian Crossing Location for Section 3



### Other Ideas for Section 3

- ▶ Increase public art to improve aesthetics of being a major truck road
- ▶ Improve sidewalk and access for wheelchairs
- ▶ Improve lighting (e.g., LED fixtures to improve night time aesthetics and reduce light pollution)
- ▶ Increase landscaping trees to improve aesthetics
- ▶ Change the crossing light near Gordon to an amber flash to improve traffic flow
- ▶ Decorative railings from fountain to Man Lee on both sides of the street
- ▶ Add a left turn on Commercial
- ▶ Create features from already existing features (e.g., stairs between Bastion Street Bridge and Terminal)
- ▶ One-way corridor connecting Terminal and Comox and Front St and Esplanade to make a loop.
- ▶ Perhaps leverage a connection with the performing arts from Bastion Street Bridge



## ADDITIONAL FEEDBACK

To obtain feedback not covered by the response form questions, respondents were asked to share additional comments. A total of 78 people replied. Generally, comments were positive and respondents were supportive of plans to improve this area. Key themes included general support for corridor revitalization, pedestrianization of the corridor, parking and traffic, and business development. There were some concerns about how to come to resolution and next steps. Sample comments include:

### Revitalization Support:

- ▶ *Good work, it's time this area received some attention.*
- ▶ *Excited to see discussions and public consultation occurring. It is an area that will be beautiful again.*
- ▶ *More vegetation and less concrete, please.*
- ▶ *Do land assembly both sides and tear down the old homes. Rebuild commercial with residential above, with access from Haliburton (not Nicol). If not, put up tall fences so the existing homes cannot be seen.*
- ▶ *This is a vision that is at least 20 years in its essence.*
- ▶ *Thanks for asking, and for all the great work that has gone into this development concept. This should be a priority for our city.*
- ▶ *I live nearby and look forward to the future development of Terminal Avenue between Comox and Commercial. The Chinatown theme I've heard mentioned elsewhere would be good. This section of the corridor is the one with the best possibilities for creative change and I hope Nanaimo can do something great with it. Good luck!*
- ▶ *Excellent work bringing all the input together and balancing challenges and priorities.*
- ▶ *Excellent, practical plan. Kudos to the DNBIA and the Steering Committee for initiating this process and putting the plan together.*
- ▶ *I support the initiative to improve our City and/or the downtown corridor.*
- ▶ *I support the revitalization of this corridor through Nanaimo provided that sufficient attention is given to future upkeep and crime prevention along the corridor.*

### Business Development:

- ▶ *The physical plan needs a business redevelopment plan especially for the Terminal section. With the current configuration of businesses, pedestrians are not interested in being on that street; therefore, spending money to "pedestrianize" Terminal would be a waste until there is pedestrian-related development there.*
- ▶ *It's very important that Nanaimo sell itself on a few levels. First Nations sights and activities, coal history, and beauty of the coastal community. They must be eye-catching for traffic coming from the south and also from DP ferry terminal. Plants, trees, boulevards, and good signs can do a lot to attract visitors and keep them here for awhile. A couple of strategically-placed coffee shops along the way. We need distinctive heritage signs (e.g., similar to those used in the Ottawa / Kingston area) to different areas of the city and perhaps greenish for places like Westwood Lake or Pipers Lagoon; First Nation design for First nation attractions, blue/brown for the Old City and museum, etc. I'm excited about this!*
- ▶ *While many residents are anxious for reimagined streets in this area, the landlords have to be on-point with the plan. There are many things that can be done for the benefit of all by working with some business owners.*
- ▶ *Excited at the prospect of Terminal/Nicol becoming more vibrant and attractive. I'm 100% for seeing improvements along there.*
- ▶ *This is the first glimpse into 'Residential Nanaimo' and then into a traditional business district from the South. I would like to see it proudly shown. There is/ was a lot of historical buildings that gave a hint of what is / might have been.*

#### Pedestrianization:

- ▶ *Ultimately, we need to humanize this area and encourage vehicular traffic to slow down. The lights at Old Victoria Road/Haliburton and Hwy #1 have made it much better to use either NW/SE side street and slow down the trucks and cars from barreling through Nicol/Terminal.*
- ▶ *Continuous sidewalks along the entire length of all three sections on both sides that can accommodate access by wheelchairs and strollers, to and from shops, and spacious parking is long overdue.*
- ▶ *I live off of Haliburton (and have owned our home there for over eight years). The best thing we can do for our area is enhance the experience on Nicol. Thank you!*
- ▶ *It needs to be attractive, encourage pedestrians, encourage street front-businesses (book stores, coffee shops, restaurants, craft stores, etc.) Trees, flowers, planters, art work, etc. are needed to enhance the looks and create a quaint feel to attract people to the area.*
- ▶ *It would be nice to keep these improvements simple and straightforward to make an easy transition into a new pattern of use. Pedestrian and bike lanes should transition easily into Maffeo Sutton park as well as continue past the bridge.*
- ▶ *Many improvements can be made with the existing flow of traffic by utilizing the curb and sidewalks along the way. One improvement overdue is the sidewalk from Comox to Cliff along the east side of Terminal Avenue.*

#### Traffic and Parking:

- ▶ *Parking during non-peak hours would be difficult and may cause traffic accidents as people are impatient to move along. Parallel parking is not the best alternative unless sufficient space is given. Angled parking would take more room but would be easier to park for a lot of drivers similar to what is seen in other cities and would allow for more parking.*
- ▶ *Traffic along the corridor should be controlled to the maximum posted speed limit. Traffic is observed travelling at too high a speed, especially commercial trucks.*
- ▶ *Incorporating a left-turn onto Commercial Street would only ball up traffic. Remember, it's a highway, and the dozen or so businesses that would possibly be affected by increased traffic have no parking available anyway. So, what is the point?*
- ▶ *More important than art or pretty trees, I think separate left-turn areas to aid safe access to businesses on the corridors, along with easy access to short-term parking are vital improvements.*
- ▶ *Please keep traffic signals to a minimum. We have too many already.*
- ▶ *Restrict truck traffic to those doing deliveries downtown; others should use the parkway to minimize congestion, reduce noise, etc. Good lighting is important to promote safety. Inexpensive parking, either on the street or in well-signed parking lots is required.*
- ▶ *The TransCanada Highway has relatively heavy traffic and any reductions in lane widths or eliminations are not safe.*

## A.3 EVENT #3: DRAFT PLAN REVIEW

### EVENT #3 OVERVIEW

Public Event #3 input was received through:

- An Open House Event on Saturday, October 29<sup>th</sup>, 2016
- The follow-up online and hard copy feedback form (using SimpleSurvey®) open October 29<sup>th</sup> through November 21<sup>st</sup>, 2016

The purpose of this engagement was to provide an opportunity for participants to review and provide comment on the Draft TN Re-imagined Plan.

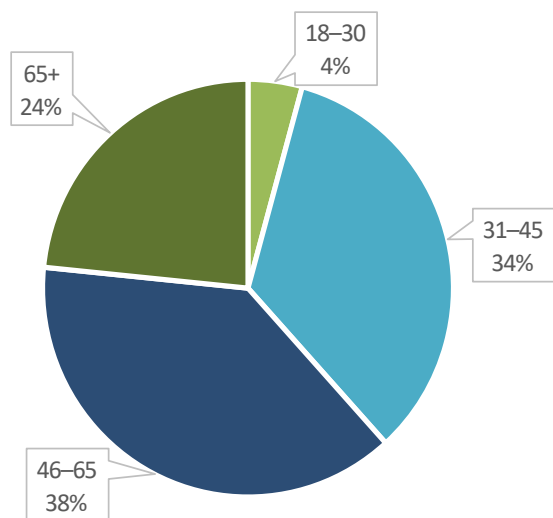
The Open House Event was held at Dish Restaurant located at 111 Terminal Avenue. Approximately 85 people signed in at the event.

The Open House included large-scale displays outlining the proposed approaches and improvement concepts. During the event, four guided bus tours of the corridor were provided to help participants envision potential improvements and talk about what changes could look like on the ground.

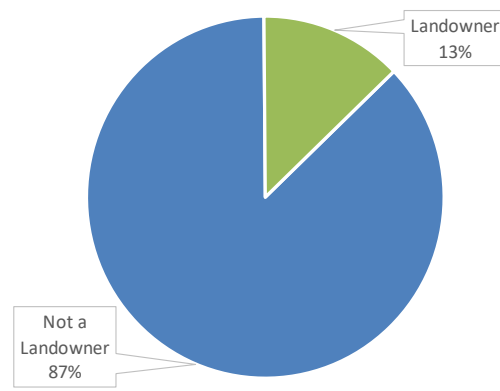
### WHO PARTICIPATED IN THE QUESTIONNAIRE?

- 94 responses
- Event attendance was cross-section of the City with several business owners and corridor residents in attendance
- Majority of respondents were 31-65 years of age

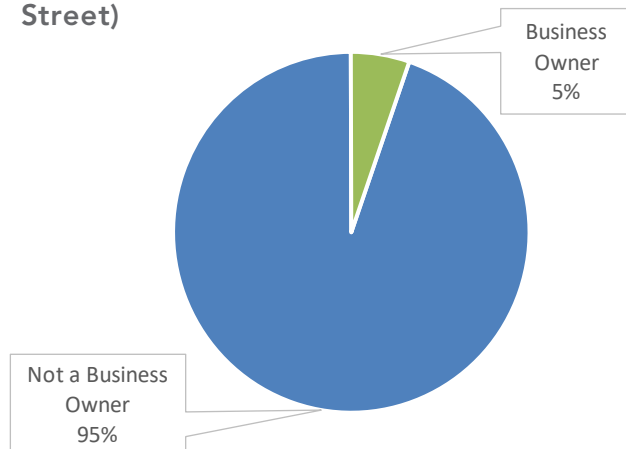
#### What were respondents' ages?



#### Participants who are landowners on Terminal Avenue or Nicol Street in the Study area (between Comox Road and South Street)



#### Participants who are business owners on Terminal Avenue or Nicol Street in the Study area (between Comox Road and South Street)

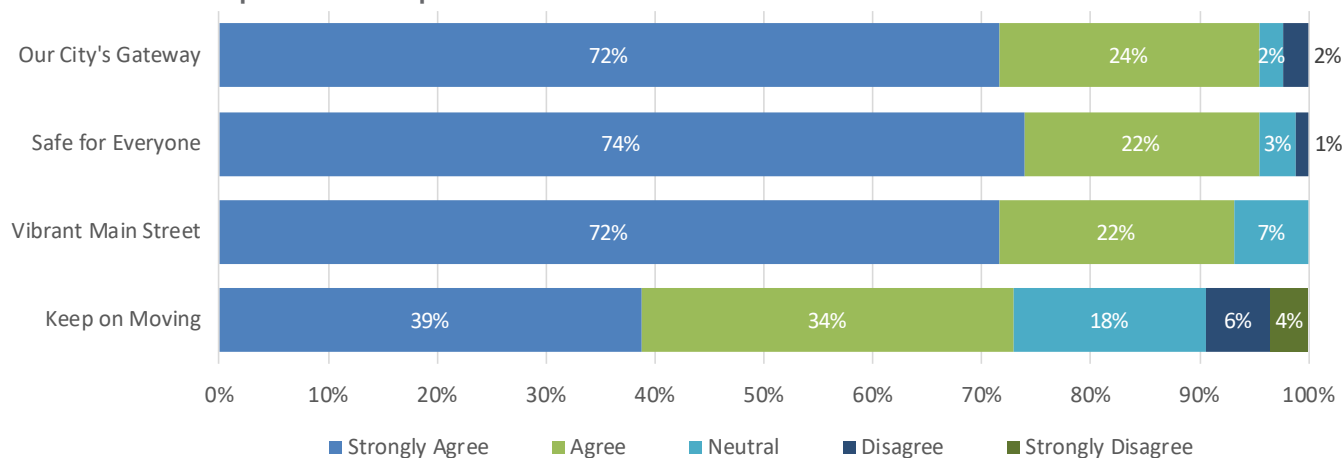




## PRINCIPLES

Participants were asked to review and identify their level of support for the four principles proposed for Terminal Nicol Re-imagined.

### Feedback on Proposed Principles



- ▶ The majority of respondents either agreed or strongly agreed with all four principles.
- ▶ Three principles – "Our City's Gateway, Safe for Everyone, and Vibrant Main Street" had nearly unanimous support.
- ▶ The Principle "Keep on Moving" had more varied agreement and the highest level of disagree or strongly disagree (10% combined).

A total of 25 additional comments were received on the principles. Key themes in the comments included:

- ▶ Support for the principles and a strong desire to make Nanaimo's entry welcoming and comfortable.
- ▶ Concern about the transition from highway to city street.
- ▶ Concern that the "Keep on Moving" principle continues to provide too much weight to automobile traffic and will limit the opportunity to improve other modes like cycling and walking.
- ▶ Concern that improvements to the area will displace lower-income residents.
- ▶ Desire to see more emphasis on preserving heritage and social history.

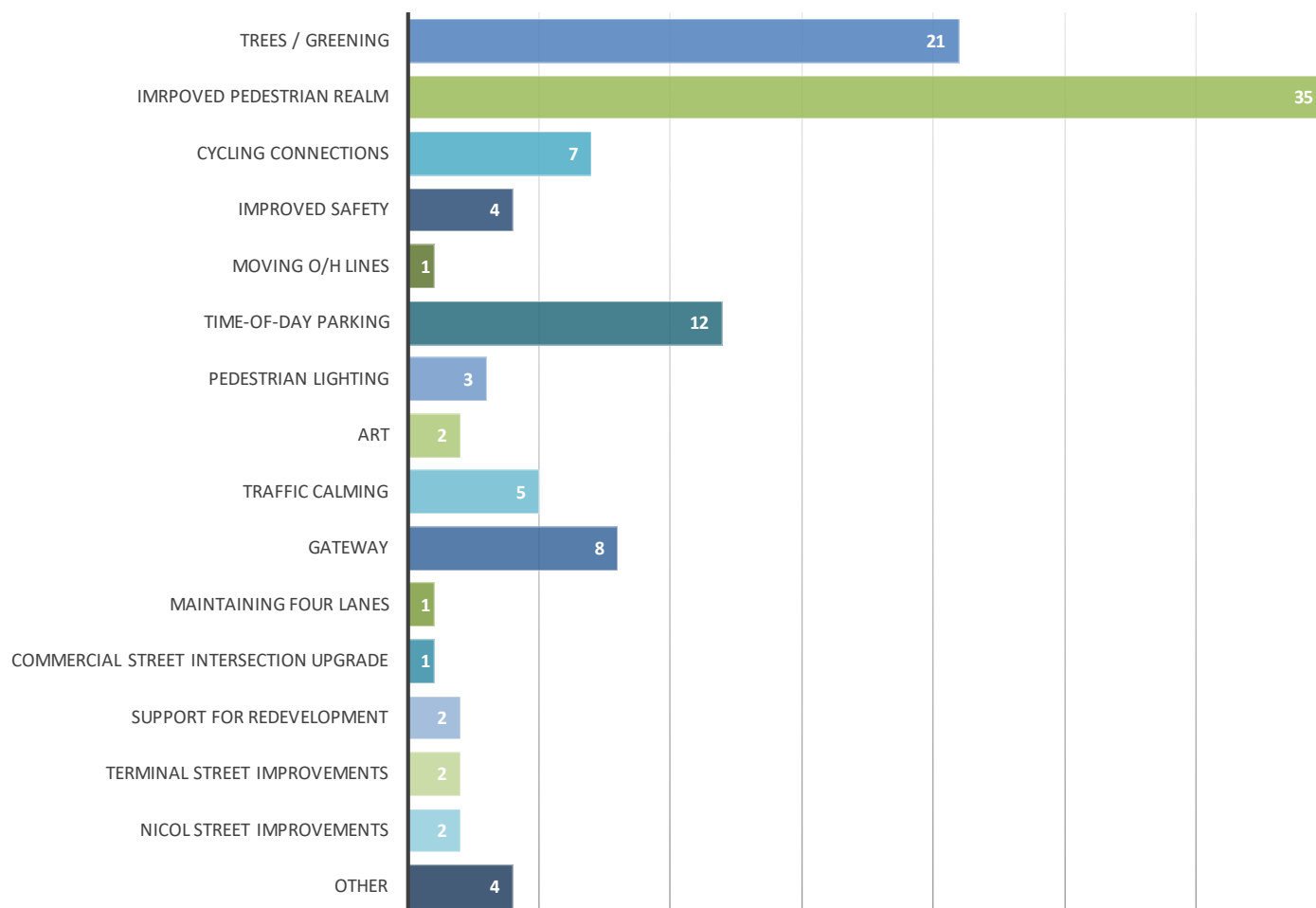
Sample comments include:

- ▶ *Making Nicol easier and safer for pedestrians is the first step in attracting new homeowners and long time residents out of their homes and onto the street. Those pedestrians will attract more business which improves the city's bottom line and the quality of life on Nicol.*
- ▶ *I would like to see emphasis on preservation of heritage such as harbour views that are timeless, ancient trees, historic features and existing character and social history.*
- ▶ *The last principle seems stuck in the 1950's. Phrases like "all modes of transport" seem like cover for "let's just worry about moving trucks for now and modes like cycling can be something we deal with in a few decades."*
- ▶ *This area also provides lower income housing for people who cannot afford the runaway inflation happening in the city at this time. Keep it simple while making sure everyone benefits from whatever improvements are planned.*
- ▶ *These principles make absolute sense to making Nanaimo a warm, welcoming and vibrant place.*

## IMPROVEMENT CONCEPTS

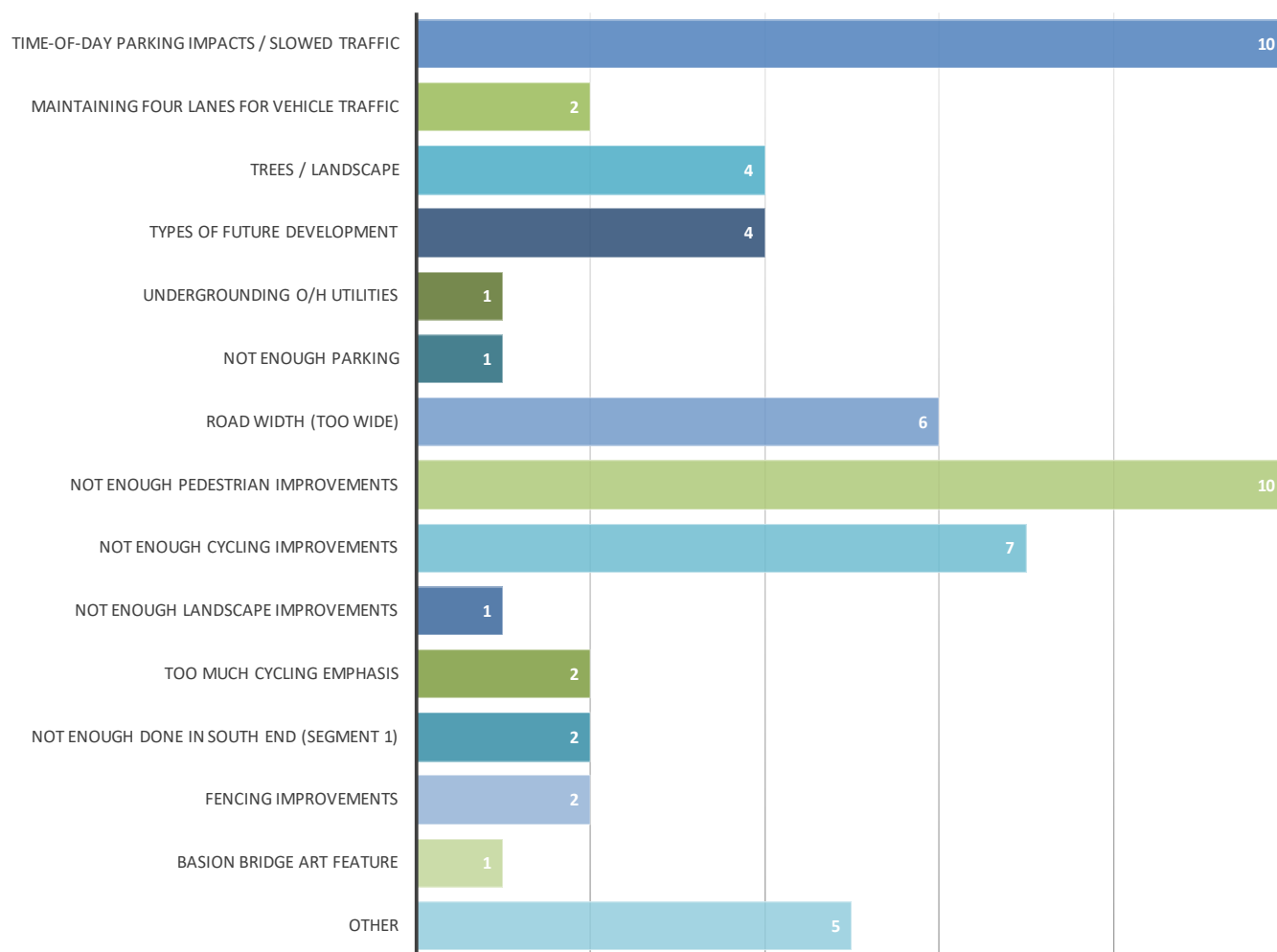
Participants were asked to review the proposed improvement concepts for Terminal Nicol and provide feedback on what they liked MOST and what they liked LEAST about the Improvement Concepts.

### The components participants liked MOST about the Improvements Concepts



- The top three elements that participants liked MOST about the improvements concepts were:
  - » Improved pedestrian realm including better pedestrian crossings, wider sidewalks, connectivity, and interesting spaces.
  - » Trees and greening throughout the corridor, including street trees and well-maintained landscapes.
  - » Time-of-day parking, including the related benefits of traffic calming.

## The components participants liked LEAST about the Improvements Concepts



- The top three elements that participants liked LEAST about the improvement concepts were:
  - » The time-of-day parking concept and concerns about slowing traffic in the corridor when parking is introduced to the corridor.
  - » Input that additional pedestrian improvements should be considered.
  - » Input that additional cycling improvements, including provision of cycling lanes on Nicol Street should be considered.



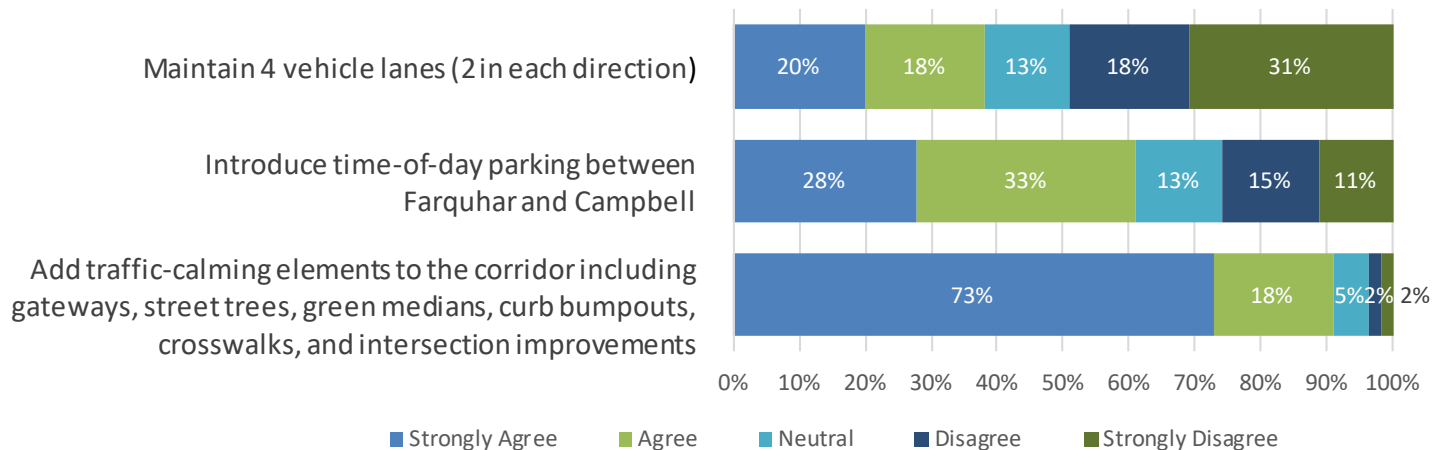
## The components participants would **CHANGE, REMOVE, or ADD** to make the Improvement Concepts better

- ▶ Close more side streets
- ▶ Consider reducing Segment 3 to 3.4 m lanes, rather than 3.5 m lanes
- ▶ More parking and trees
- ▶ No time-of-day parking
- ▶ Design and style should think outside the box
- ▶ Should incorporate low-income housing
- ▶ Pedestrian overpass at Needham
- ▶ Heritage protection measures to ensure unique elements are not lost
- ▶ Reduce traffic lanes
- ▶ Left turns at Commercial Street are essential
- ▶ Raised crosswalks to slow speed
- ▶ Ensure utility lines are moved underground
- ▶ Recommend medium-sized low maintenance trees, rather than large trees
- ▶ Add directional signage
- ▶ Do not support four vehicle lanes
- ▶ Should ensure that pedestrian opportunities are not limited or restricted
- ▶ Traffic flow should not be impeded
- ▶ Don't support additional left turns or additional lit intersections
- ▶ Should assume technology will change, so improvements should be flexible
- ▶ Time-of-day parking should be along the entire corridor, or consider time-of-day parking on one side and a pedestrian/cycling lane on the other
- ▶ Remove two road lanes completely and add treed median and bike lanes
- ▶ More greenery
- ▶ Raised crosswalks to slow speed
- ▶ Don't permit parking
- ▶ Use small bushes rather than trees
- ▶ Do not allow crosswalks due to safety concerns
- ▶ More rain gardens, planting, and beautification
- ▶ Add pedestrian controlled signal at Robins
- ▶ Ensure crosswalks have elephant feet for cyclists
- ▶ Use lampposts and utility poles to celebrate Snuneymuxw First Nation
- ▶ Reduce vacancies along the corridor
- ▶ Create an attractive destination that encourages visitors
- ▶ Encourage businesses that bring people downtown
- ▶ Affordable housing should be incorporated
- ▶ Ensure new development provides amenities
- ▶ Do not think parking on Terminal will work because people will not want to slow down and the need for towing. Nearby parking lots would be better
- ▶ Zoning should limit development on Nicol to four floors and to enforce heritage design guidelines

## APPROACHES

Participants were asked to review the general approaches for Vehicle Traffic, Pedestrian Realm, Cycling Routes, Transit, and Development and provide feedback on how strongly they agreed or disagreed with each approach.

### VEHICLE APPROACH

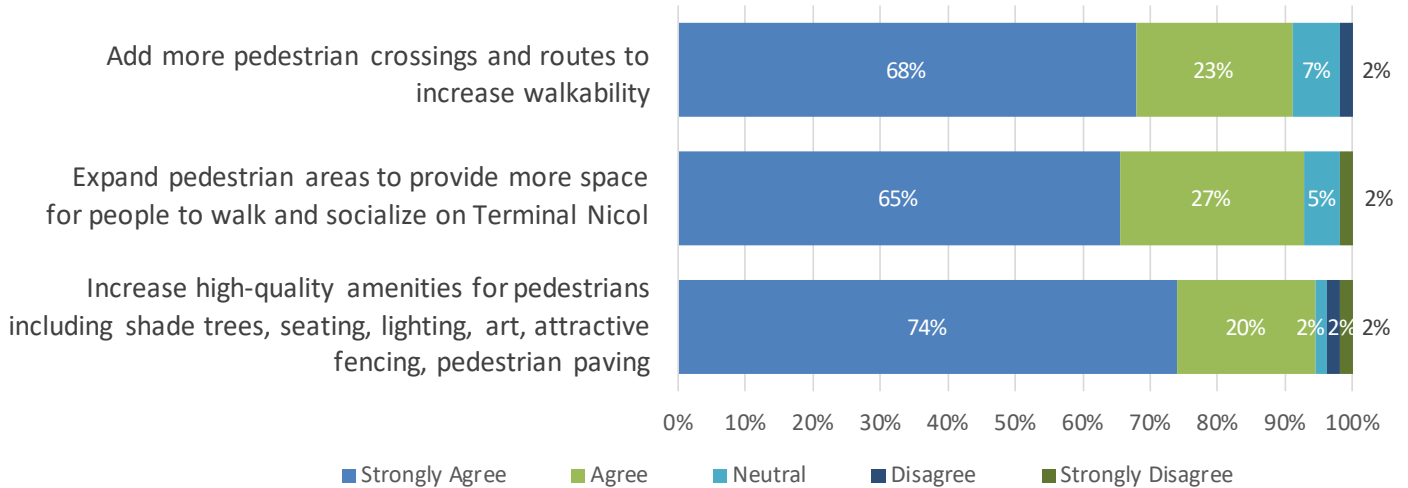


- ▶ 91% of participants agreed or strongly agreed on the addition of traffic calming elements to the corridor.
- ▶ Most participants agreed or strongly agreed (61%) or were neutral (13%) about time-of-day parking. 26% disagreed or strongly disagreed.
- ▶ Similar to the previous questionnaires, participant opinions were split about maintaining 4 vehicle lanes. 35% agreed or strongly agreed; 13% were neutral; 49% disagreed or strongly disagreed.

Comments about the vehicle approach included:

- ▶ Concerns about traffic bottlenecks
- ▶ Concerns that car traffic affects quality of life for people in the traffic area, reducing potential for improvements
- ▶ Time-of-day parking can be a challenge for visitors / tourists
- ▶ Concerns about trees in medians affecting driver sight lines
- ▶ Suggestion for greater enforcement of speeding
- ▶ Traffic calming is important to supporting the downtown
- ▶ Cars should not be dominant over pedestrians
- ▶ Concerns that road width will encourage more traffic
- ▶ Suggestion that time-of-day parking should be provided through the whole corridor
- ▶ Suggestion to consider changing Haliburton and/or Victoria to one-way traffic
- ▶ Need parking for businesses to succeed
- ▶ Reminder that this is a truck route and needs to be safe
- ▶ Preference for two lanes
- ▶ Concerns that parallel parking will cause traffic challenges and safety concerns
- ▶ Preference for no parking on the Nicol Street hill

## PEDESTRIAN REALM



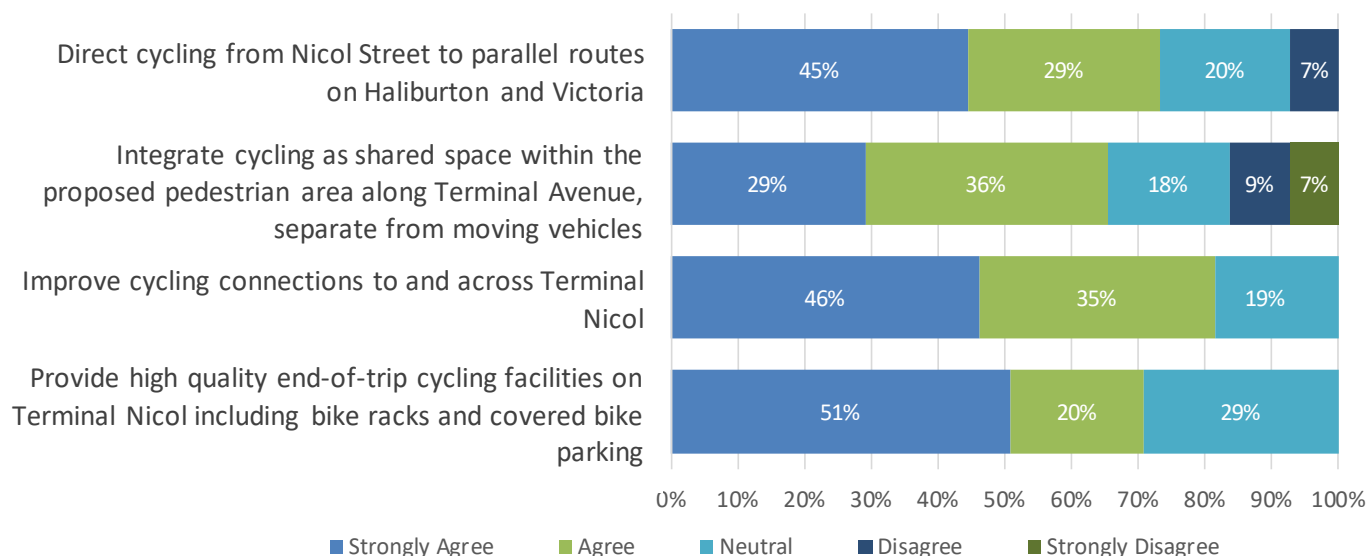
- Nearly all participants (at least 93%) agreed or strongly agreed with all the approaches related to the pedestrian realm.

Comments about the pedestrian realm approach included:

- Need to get people out of their cars and using retail
- Concerns about social issues and potential barriers to creating a safe atmosphere that draws people downtown. Desire to support messaging that improves the social atmosphere
- Support for increasing activity and eyes on the street
- Recommendation to decrease vehicle space to further increase pedestrian areas
- Need for lighting and visibility of pedestrians
- Support for creating an improved pedestrian experience
- Strong support for making the pedestrian areas more accessible
- Concerns that treed areas will attract loitering



## CYCLING

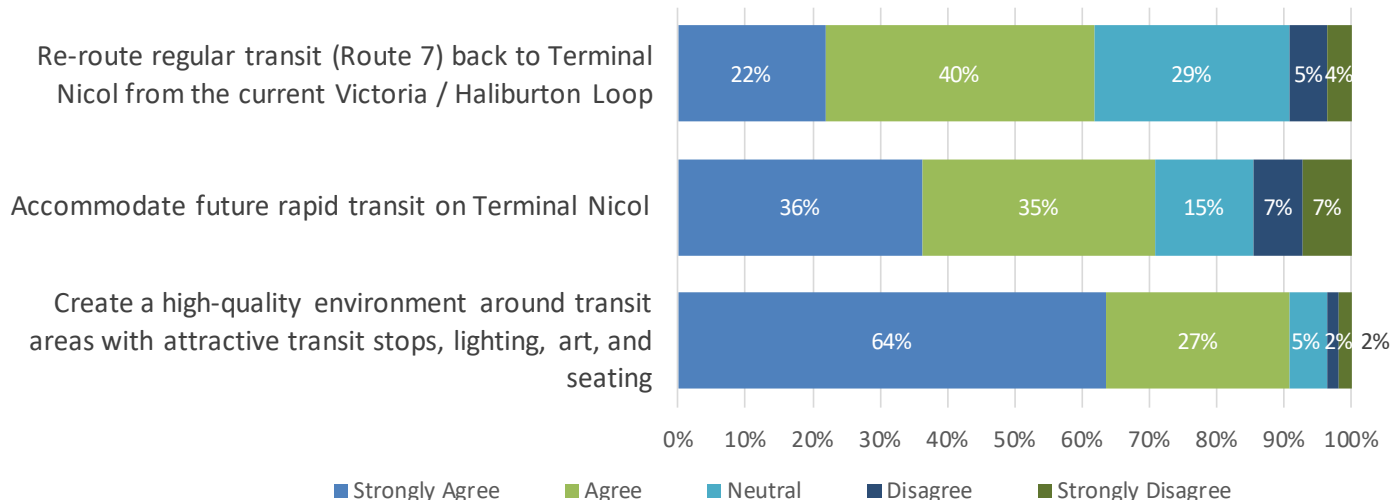


- ▶ The majority of participants agreed or strongly agreed (at least 65%) with the approaches to cycling.
- ▶ Compared with the other approaches, a greater portion of responses to the cycling approaches were neutral.

Comments about the cycling approach included:

- ▶ General support for offering safe cycling throughout Nanaimo
- ▶ Concerns about cyclists affecting the pedestrian experience on Terminal Avenue if cycling and walking is within a shared space. Suggestion that pedestrian and cyclist areas need to be clearly marked and separated
- ▶ Suggestion to consider free or rental community bike stands
- ▶ Preference to have cycling lanes on all major roads
- ▶ Need to ensure that parallel cycling routes on Haliburton and Victoria are upgraded to ensure they are safe
- ▶ Suggestion for more bike racks to encourage multiple stops along the way
- ▶ Concerns that Victoria is too narrow and unsafe for cyclists
- ▶ Well-lit cycling routes will appeal to new residents
- ▶ Concerns that cycling is directed to Haliburton and Victoria, taking them away from the corridor
- ▶ Suggestion to reduce the four lane road to three lanes (two lanes in the direction most traffic uses) to allow the other lane to be used for cycling

## TRANSIT

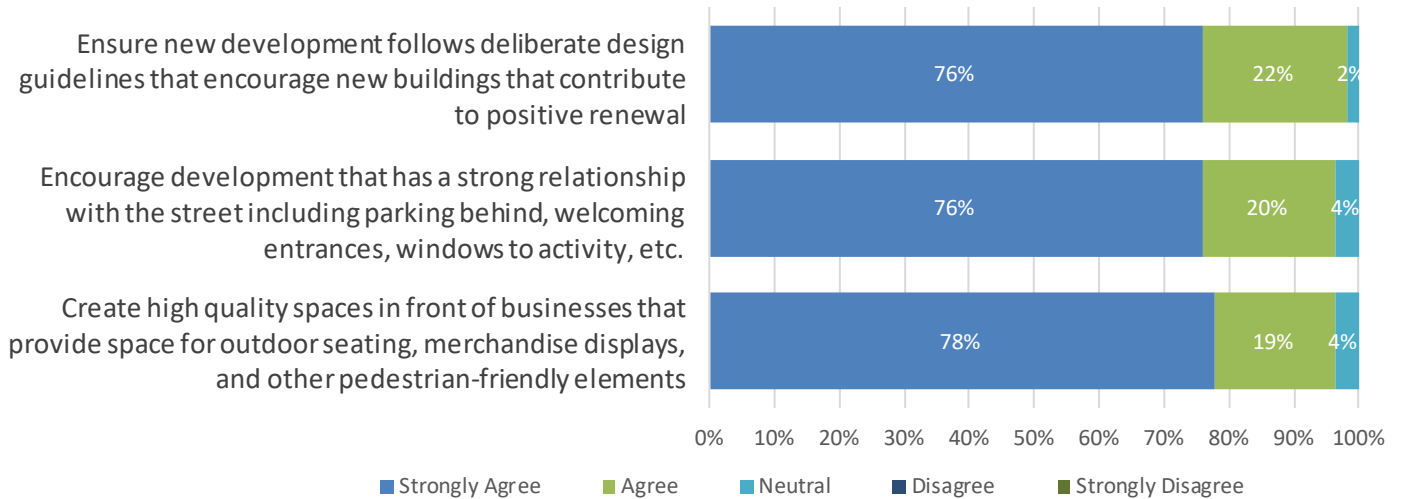


- ▶ 62% of participants supported re-routing transit back to Terminal Nicol from the current Victoria / Haliburton Loop
- ▶ 71% of participants supported future rapid transit on Terminal Nicol, although a slightly higher number (14%) disagreed or strongly disagreed with rapid transit on the route.
- ▶ The majority of participants (91%) agreed that the areas around transit should be attractive.

Comments about the transit approach included:

- ▶ Safety concerns about transit on Nicol – noting it was previously moved from Nicol due to safety concerns
- ▶ Suggestion to consider street cars rather than buses
- ▶ Suggestions that transit in Nanaimo should be improved overall, including schedule and routes, not just in the Terminal Nicol area
- ▶ Suggestion for a city shuttle to encourage students and tourists to visit the area
- ▶ Support for ensuring transit stops are high quality and include weather protection
- ▶ Suggestion for considering the rapid transit route along the E&N railway

## DEVELOPMENT



- Nearly all participants (96% or more) agreed or strongly agreed with all the approaches related to development.

Comments about the development approach included:

- Consideration for incentives to business owners to encourage improvement or the retail environment
- Suggestion to consider specific zoning for the corridor
- Desire to see consistency with design, notably a west coast style
- While parking needs to be considered, pedestrians, cyclists, and public transit will hopefully become more important as the downtown population grows
- Suggestion that pollution issues need to be addressed to encourage development
- Support for more design that matches the style of previous work like the TD Canada Trust building
- Support for getting the human-scale public space of the street right to encourage new development to follow



## GENERAL COMMENTS

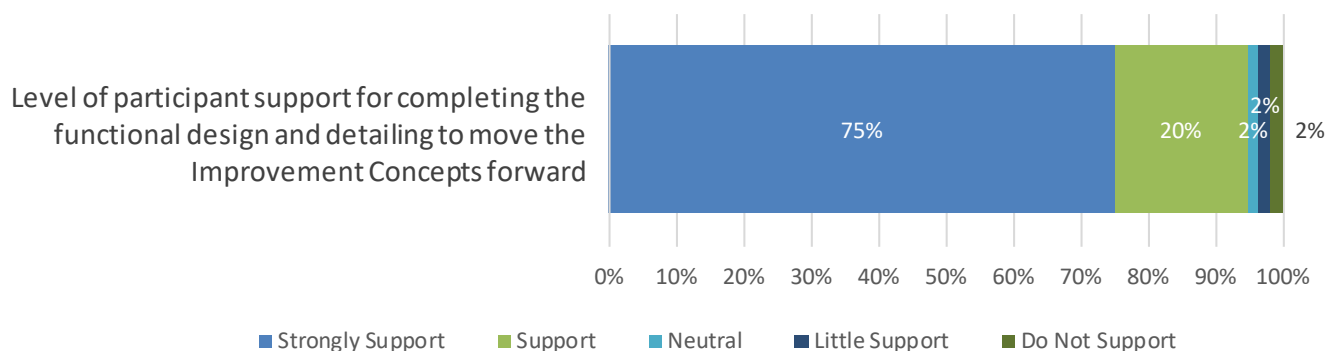
Participants were asked to provide additional comments about Terminal Nicol. Key themes included:

- ▶ Concerns that the proposed TN Re-imagined improvements are not far enough; that vehicles will continue to dominate the corridor. Preference that the plan goes further to de-emphasizing vehicles and making the street more multi-modal (e.g., reduction from four vehicle lanes to two; conversion of Terminal Nicol from highway designation to City street).
- ▶ Suggestion that in order for change to be successful, it will take acceptance from the community and City that Terminal Nicol cannot be a high-capacity freeway – the road must be more people friendly.
- ▶ Suggestion that the plan should be stronger, moving from encouragement to insistence for good quality design and development.
- ▶ Concerns that new guidelines not impede development or impose excessive costs.
- ▶ Need to ensure new elements are kept up so they don't become run-down or vandalized.
- ▶ Suggestion that the focus should be on incentives, rather than increased rules and restrictions, to encourage a positive approach to change.

## NEXT STEPS

Participants were asked to identify their level of support for the following statement:

*At the end of this Conceptual Design Phase for Terminal Nicol Re-imagined, the TN Re-imagined Committee will present the refined plan to Council and request consideration to allocate budget for the next steps. These next steps would include functional design and detailing of the Terminal Nicol Re-imagined Improvement Concepts to enable project partners to lead future redevelopment and stay ahead of critical triggers and opportunities. Please indicate your level of support for completing the functional design and detailing to move the Improvement Concepts forward.*



- ▶ 95% of participants supported or strongly supporting moving forward to the functional design phase.

## SAMPLE COMMENTS FROM NEXT STEPS

- ▶ Needs some additional inclusions of issues regarding pollution, cyclist/pedestrian accommodations, and although I didn't mention this before the homeless situation is really bad downtown in Nanaimo. Who knows how many live in that part of town and will relocate to other, not currently in developed areas while this project is underway before they float back to Terminal and Nicol? They are not getting the help they need, and we need to address this issue beforehand along with the overabundant pollution.
- ▶ This is a fantastic project! Nanaimo is a beautiful city with so much potential and this project helps it shine. Thank you.
- ▶ We desperately need to improve this gateway to Nanaimo. Right now driving down Terminal Nicol is depressing. It shouldn't be.
- ▶ Sorry but this plan makes the problem a little prettier at enormous public expense (resources that wouldn't be available for other city-building projects that would for better short and long term return on our investment) without tackling the problem itself. My view, either petition the Province to decommission the highway and, at their expense, route BC Ferries traffic along a reconfigured Northfield boulevard (complete with overpasses to maintain street connectivity) or we should move our attention elsewhere. Both Front and Wallace could inexpensively and quickly provide Nanaimo with our first demonstration models truly multi-modal "complete streets." I'll be recommending to Council they not proceed further with this as proposed.
- ▶ Be sure there is a lot of community involvement in this project before getting too carried away. This should be about community. Not about people making profits. Keep the present in mind while planning for the future. People need affordable housing more than anything at this time. Keep that in mind.
- ▶ This area is such a detriment to Nanaimo and its downtown. Coming in from Duke Point, or driving through Nanaimo, visiting downtown or living downtown. No matter the reason, it still appears ugly, unsafe, unwelcoming to everyone who encounters it. Visiting other towns on the island in the province indicate that it is possible to have a hwy that is vibrant and walkable.
- ▶ I support this in principle but I am disappointed with this proposal. From my comments, one might assume that I am a car-hating radical. Nothing could be further from the truth - I love my two cars and drive them regularly. But I also like walking and cycling and this proposal gives those modes little more than lip service. And as a business owner, I have learned that people in cars drive by my shops on their way to the big-box store. People who are cycling or walking actually stop in and buy things. So if Nanaimo really wants to encourage local business, it needs to make supporting cycling and walking a priority. Wider roads so cars can roll by more quickly does not help our businesses.
- ▶ The Parkway was built as a main traffic thoroughfare for Nanaimo. Nicol and Terminal have seen very little improvement since being the main traffic route, and it is time to plan for the huge change to make a welcoming entrance to the City from the South, and provide a livable space for shoppers, new residents and businesses along the route.
- ▶ This is money well spent as it is an investment in the future of our city.

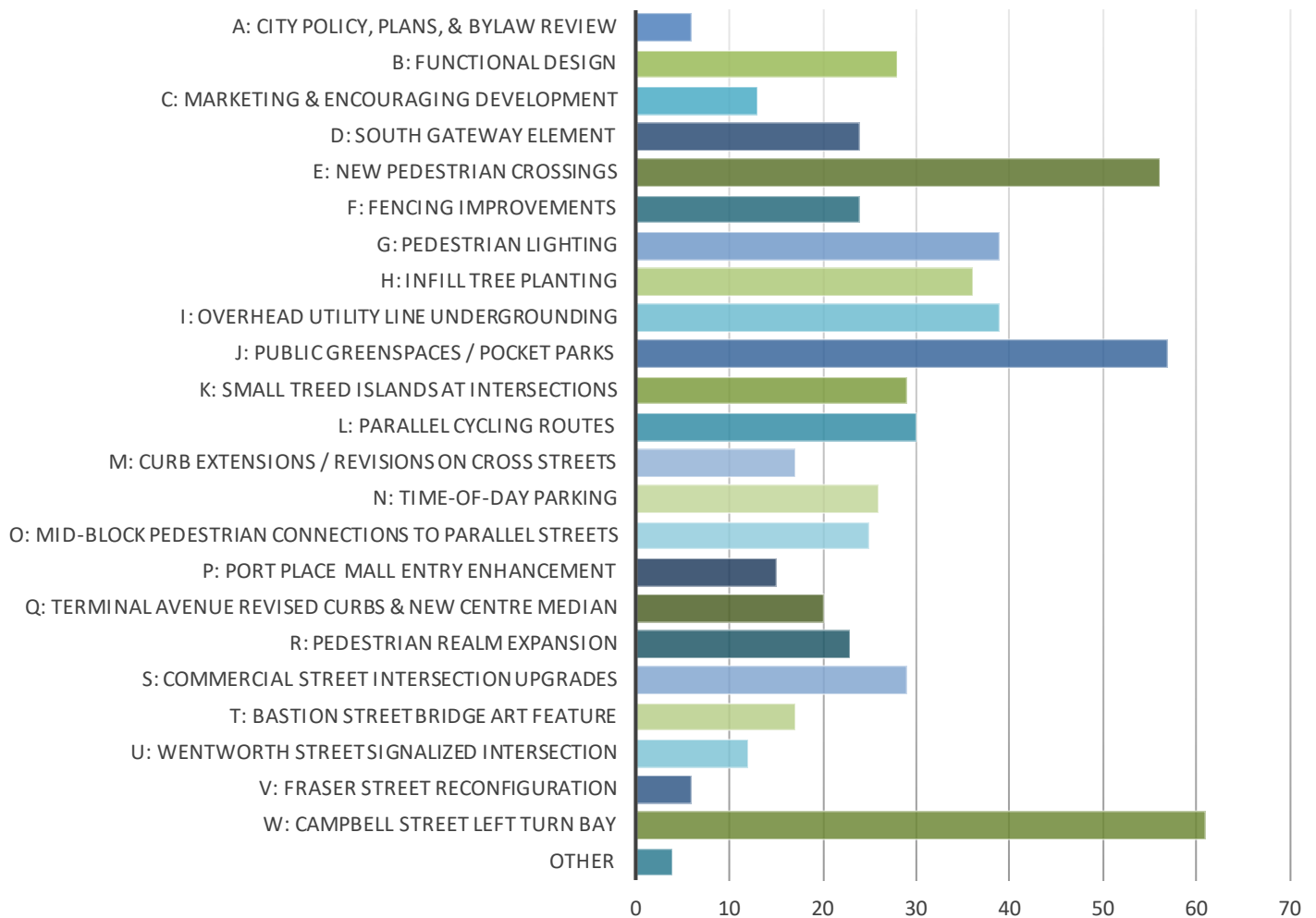
## PRIORITIES

Participants at the Community Event on October 29<sup>th</sup>, were asked to respond to the following question:

*Imagine you are in charge of spending for streetscape improvements. You only have 10 "Streetscape Dollars" to spend on Terminal Nicol. How would you spend your money?*

Participants were given 10 Streetscape Dollars and asked them to place them in the bins labelled with the Terminal Nicol components that they believed are the highest priority. Participants could place all of them in one bin or one in each depending on their priorities.

The following table summarizes the outcomes of this activity.



► The top five priorities identified through this exercise:

- » W: Campbell Street Left Turn Bay (directly adjacent to the community event venue)
- » J: Public Greenspaces / Pocket Parks
- » E: New Pedestrian Crossings
- » I: Overhead Utility Line Undergrounding
- » G: Pedestrian Lighting



## DRAFT PLAN REVISIONS

Based on the feedback received, the following changes were recommended for the Draft Plan:

Topic	Feedback Received	Recommended Revisions
<b>Principles</b>	<ul style="list-style-type: none"> <li>► More emphasis on preserving heritage and social history</li> </ul>	<ul style="list-style-type: none"> <li>► Revise the "Our City's Gateway" principle to include heritage</li> <li>► See <b>Section 3.1 Principles</b></li> </ul>
<b>Principles</b>	<ul style="list-style-type: none"> <li>► Concern that the "Keep on Moving" principle continues to provide too much weight to automobile traffic and will limit the opportunity to improve other modes like cycling and walking</li> </ul>	<ul style="list-style-type: none"> <li>► Maintain the "Keep on Moving" principle; include information that vehicles should be kept moving, but at a speed that supports other uses</li> <li>► See <b>Section 3.1 Principles</b></li> </ul>
<b>Approach to Vehicle Traffic - Maintain Four Vehicle Lanes</b>	<ul style="list-style-type: none"> <li>► Significant level of disagree / strongly disagree (49%) feedback for the recommendation to maintain four vehicle lanes on Terminal Nicol</li> <li>► Concerns that this approach will continue to prioritize vehicles over other modes, not supporting the concept of a multi-modal street</li> <li>► Preference by several participants to move to one-lane in each direction, providing more space for cycling and walking</li> <li>► The divided feedback throughout the process about four or two vehicle lanes signify a split opinion in the community about how much space to dedicate to vehicles</li> <li>► The South End Neighbourhood Plan recommends future expansion to four lanes plus parallel parking on Nicol Street. TN Re-imagined reduces this width by focusing parking within the existing road area through time-of-day parking</li> </ul>	<ul style="list-style-type: none"> <li>► Maintain the four lanes proposed in the vehicle traffic approach</li> <li>► Recognize and plan for flexibility for a full range of future options for the curb lane – ranging from ongoing use as a vehicle lane if traffic demands increase, to conversion to permanent parallel parking / cycling lane if traffic demands decrease and/or community desires shift</li> <li>► See <b>Section 3.2.1 Vehicle Approach</b></li> </ul>
<b>Approach to Vehicle Traffic - Incorporate Time-of-Day Parking from Farquhar to Campbell</b>	<ul style="list-style-type: none"> <li>► Moderate level of disagree / strongly disagree (26%) feedback for the recommendation to implement time-of-day parking between Farquhar and Campbell</li> <li>► Most feedback identified concerns about safety, use, and reduced vehicle lanes</li> <li>► Some feedback that time-of-day parking should be extended the entire length of the corridor to avoid confusion</li> </ul>	<ul style="list-style-type: none"> <li>► Maintain the time-of-day parking recommendation</li> <li>► Emphasize the need for functional design to carefully review the traffic and safety implications of changing the traffic patterns in the area</li> <li>► See <b>Section 6, Component N</b></li> </ul>

Topic	Feedback Received	Recommended Revisions
<b>Approach to Pedestrian Realm</b>	<ul style="list-style-type: none"> <li>▶ Support for the general approaches related to pedestrian realm</li> <li>▶ General concerns that social issues will continue to be a barrier to successful revitalization</li> </ul>	<ul style="list-style-type: none"> <li>▶ Recognize that social issues should be considered and addressed as part of planning and improvements</li> <li>▶ See <b>Section 3.2.2 Pedestrian Approach</b></li> </ul>
<b>Approach to Cycling - Direct Cycling to Parallel Routes to Nicol</b>	<ul style="list-style-type: none"> <li>▶ Small level of disagree / strongly disagree (7%) that cycling should be directed to parallel routes to Nicol</li> <li>▶ Feedback that cycling should be incorporated into Nicol to encourage a stronger multi-modal network</li> <li>▶ Concerns that the current state of Victoria Street is not conducive to cycling</li> </ul>	<ul style="list-style-type: none"> <li>▶ Add note that Victoria and Haliburton require cycling review and upgrades to incorporate safe routes</li> <li>▶ See <b>Section 6, Component L</b></li> <li>▶ Identify that cycling could be added to Nicol Street if there is a point in time that the curb lane transitions to permanent parking and/or cycling routes</li> <li>▶ See <b>Section 3.2.1 Vehicle Approach</b></li> </ul>
<b>Approach to Cycling - Integrate Cycling within Shared Space with Pedestrians on Terminal</b>	<ul style="list-style-type: none"> <li>▶ Small level of disagree / strongly disagree (16%) that cycling should be integrated with pedestrian space (rather than cycling lanes) along Terminal Avenue</li> <li>▶ Concerns that shared cycling / walking spaces that don't have physical barriers create conflicts and safety issues for pedestrians</li> </ul>	<ul style="list-style-type: none"> <li>▶ Refine to note that cycling and pedestrian areas should consider physical barrier (e.g., curbing or bollards) to clearly define the areas for cyclists and pedestrians</li> <li>▶ See <b>Section 6, Component L</b></li> </ul>
<b>Approach to Transit - Re-route Local Transit back to Nicol (from parallel routes)</b>	<ul style="list-style-type: none"> <li>▶ Small level of disagree / strongly disagree (9%) that transit should be rerouted back to Nicol Street</li> <li>▶ Safety concerns about transit on Nicol – noting it was previously moved from Nicol due to safety concerns</li> </ul>	<ul style="list-style-type: none"> <li>▶ Incorporate transit planning and stops within functional design to address potential safety concerns</li> <li>▶ Ensure transit improvements are planned alongside pedestrian crosswalks to provide transit users with safe crossing points</li> <li>▶ Add Component X: Transit on Corridor to provide further details</li> <li>▶ See <b>Section 6, Component X</b></li> </ul>

Topic	Feedback Received	Recommended Revisions
<b>Approach to Transit - Future Rapid Transit on Terminal Nicol</b>	<ul style="list-style-type: none"> <li>▶ Small level of disagree / strongly disagree (14%) that future rapid transit should be incorporated on Nicol</li> <li>▶ Suggestions for other types of transit to be considered such as street cars, shuttles, or other elements</li> <li>▶ Encouragement for transit improvement throughout Nanaimo</li> </ul>	<ul style="list-style-type: none"> <li>▶ Maintain the recommendation to support future rapid transit on Nicol Street</li> <li>▶ Acknowledge the interest in other transportation options within the community</li> <li>▶ Add Component X: Transit on Corridor to provide further details</li> <li>▶ See <b>Section 6, Component X</b></li> </ul>
<b>Approach to Development</b>	<ul style="list-style-type: none"> <li>▶ Support for the general approaches related to development</li> <li>▶ Recommendation to provide more emphasis on incentives to new development</li> <li>▶ Concerns that the existing pollution in the area will be a barrier that needs to be addressed</li> </ul>	<ul style="list-style-type: none"> <li>▶ Add note about considering incentives that encourage desirable development</li> <li>▶ Note that pollution issues are an important component of encouraging redevelopment</li> <li>▶ See <b>Section 3.2.5 Development Approach</b></li> </ul>





# APPENDIX B

## PRELIMINARY CONCEPT DIAGRAMS



The following concept diagrams were developed during Phase 2 of the process and were presented as works-in-progress at public and stakeholder events 2A and 2B to obtain feedback on preliminary directions and ideas.

The feedback received was used to refine the preliminary directions into the Improvement Concepts presented in **Section 4** of this document.

The first part of the paper discusses the importance of the research and the objectives of the study. It then presents a literature review of the existing research on the topic. The second part of the paper describes the methodology used in the study, including the data collection and analysis techniques. The third part of the paper presents the results of the study, and the fourth part discusses the conclusions and implications of the findings.

The study was conducted using a quantitative research design. Data was collected from a sample of 100 participants, and the results were analyzed using statistical methods. The findings of the study indicate that there is a significant relationship between the variables being studied.

The results of the study suggest that the research objectives have been achieved. The findings provide valuable insights into the topic and have implications for future research.

In conclusion, the study has shown that the research objectives have been achieved and that the findings have implications for future research.



# B.1 SECTION 1: SOUTH STREET TO FARQUHAR

## Overview

Section 1 was focused on South Street to Farquhar Street. Primarily a residential corridor with some accommodation and retail uses, this section of the corridor has few driveway accesses with most homes accessed from parallel lanes. There are currently standard sidewalks on both sides of the road, but these narrow to as little as 1.0 m in locations where street trees or overhead utility poles exist.

## Proposed Approach

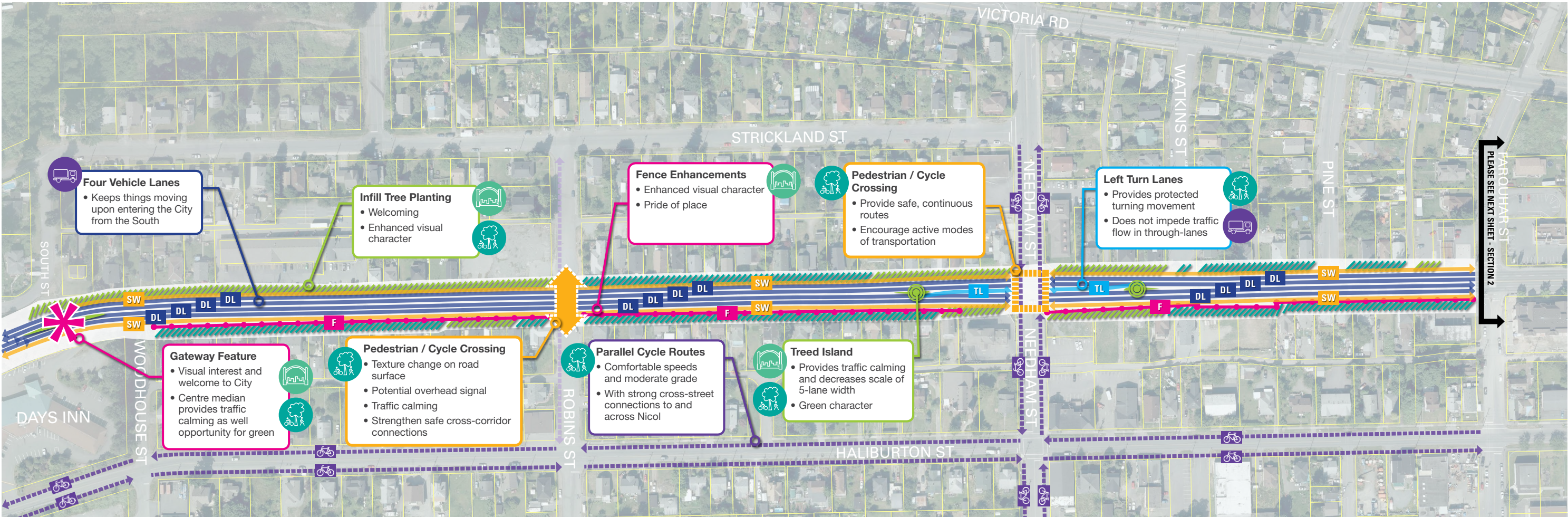
The concept aimed to create a gateway that welcomes and moves people into Nanaimo. It is likely that the land use will remain residential in the short- to medium term, but the plan should accommodate long-term transition to mixed-use as envisioned in the South End Neighbourhood Plan. Focal points for this section are to create connections across the corridor, slow traffic speeds, promote safety for all, and improve community pride of place.

## Concept Components

- ▶ Four vehicle travel lanes (two lanes each direction)
- ▶ Gateway entrance feature (at South End by Days Inn)
- ▶ Pedestrian / Cyclist crossings at Robins and Needham
- ▶ Infill tree planing
- ▶ Fence enhancements
- ▶ Small Centre Islands with trees at the Needham intersection
- ▶ Cyclist routes on cross-streets and parallel routes (Haliburton & Victoria)
- ▶ Potential for future transit service



Segment 1 today - looking North towards Robins





## B.2 SECTION 2: FARQUHAR TO ESPLANADE

### Overview

The Nicol "Hill" area has a variety of street-oriented commercial land uses, but also has a number of vacancies that dampen the vision of an active high street for the South End. There are currently narrow sidewalks on both sides and a several existing street trees.

### Proposed Approach

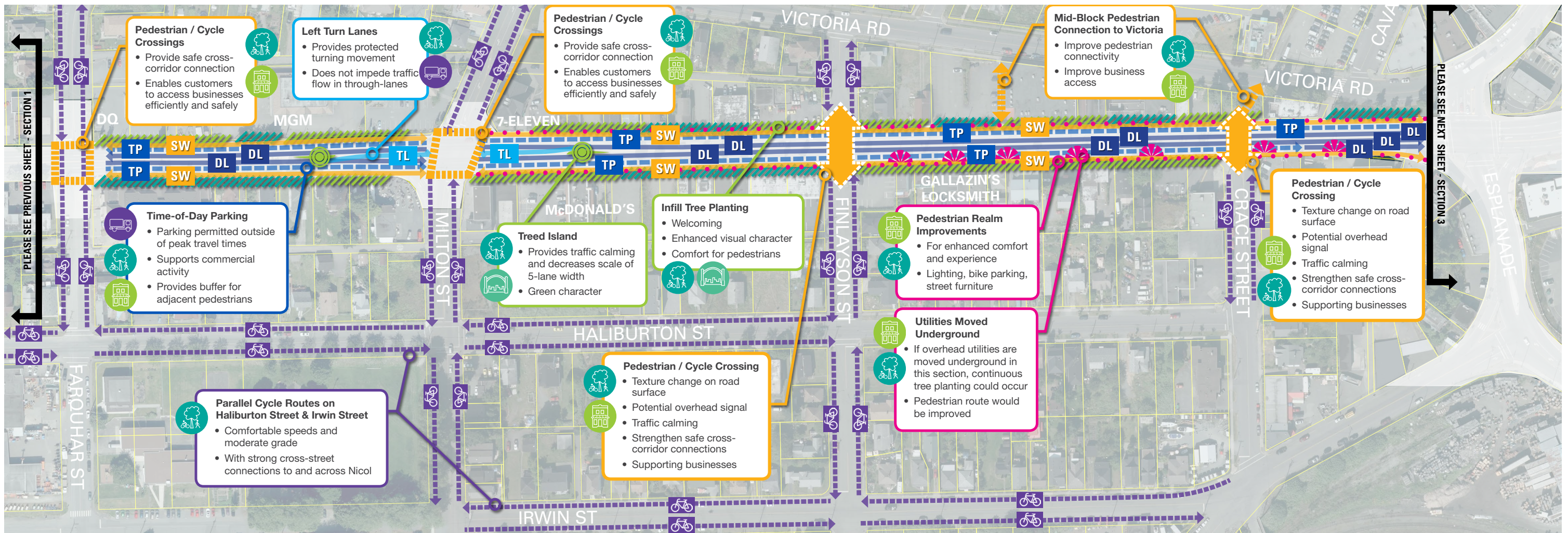
The concept encourages a vibrant main street atmosphere and focal point for economic revitalization on Nicol Street. Land uses would remain commercial with opportunities for infill and redevelopment, including mixed-uses that allow more people to live in the area. The focal points for this section include providing time-of-day on-street parking, enhanced sidewalk and pedestrian realm with planting, lighting, furnishings, and integrating pedestrian / cyclist crossings.

### Concept Components

- ▶ Four vehicle travel lanes (two lanes each direction)
- ▶ Time-of-day parking in curb lane
- ▶ Additional pedestrian / cyclist crossings on Farquhar, Milton, Finlayson, and Crace
- ▶ Mid-block pedestrian connections
- ▶ Boulevard tree planting
- ▶ Consideration for moving overhead utilities underground
- ▶ Pedestrian realm improvements
- ▶ Cyclist routes on cross-streets and parallel routes (Haliburton, Victoria)
- ▶ Potential for future transit service



Segment 2 today - looking north towards Esplanade





### B.3 SECTION 3: ESPLANADE TO COMOX/FRONT

#### Overview

This section includes Terminal Avenue, which is the section that is connected with the Downtown. Today, this section is mainly auto-oriented with commercial land uses. The pedestrian conditions vary extensively and there are some sections with accessibility challenges. A primary issue identified for this stretch is the limited pedestrian crossings along Terminal Avenue.

#### Proposed Approach

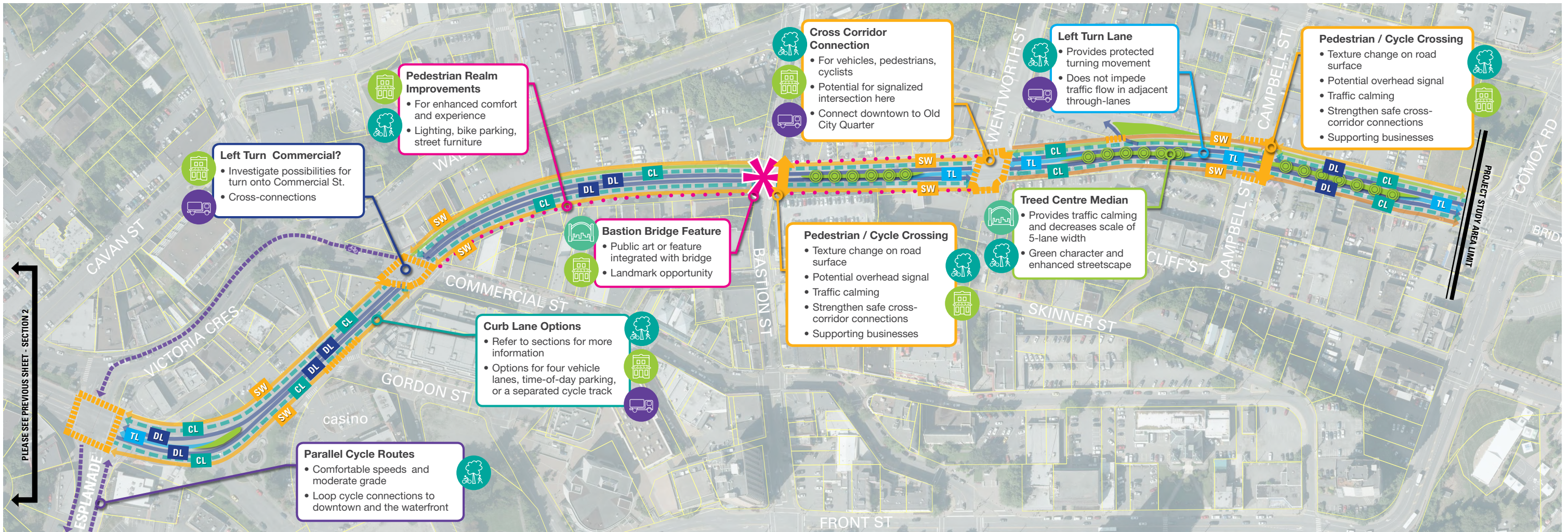
A key goal of this concept was to strengthen the business frontage and character of Terminal Avenue adjacent to Downtown. Based on planning for the area, it is assumed that ground floor retail with residential above is encouraged for redevelopment. As this transition occurs, the street will need to become more pedestrian-oriented. Focal points include fixed curb and road alignment with four-vehicle travel lanes, combined centre-median and left-turn lane, roadside boulevards, and pedestrian / cyclists crossings. Short-term options include time-of-day parking or a cycle track with raised removable planters in the curb lane.

#### Concept Components

- ▶ Four vehicle travel lanes (two lanes each direction)
- ▶ Options for time-of-day parking or a temporary cycle track in the curb lane
- ▶ Centre treed median / left-turn lane
- ▶ Additional pedestrian / cyclist crossings
- ▶ Improved cross-corridor connection for cars
- ▶ Treed boulevards
- ▶ Pedestrian realm improvements
- ▶ Bastion Bridge landmark feature
- ▶ Potential expansion of road right-of-way during redevelopment



Segment 3 today - looking south towards Esplanade

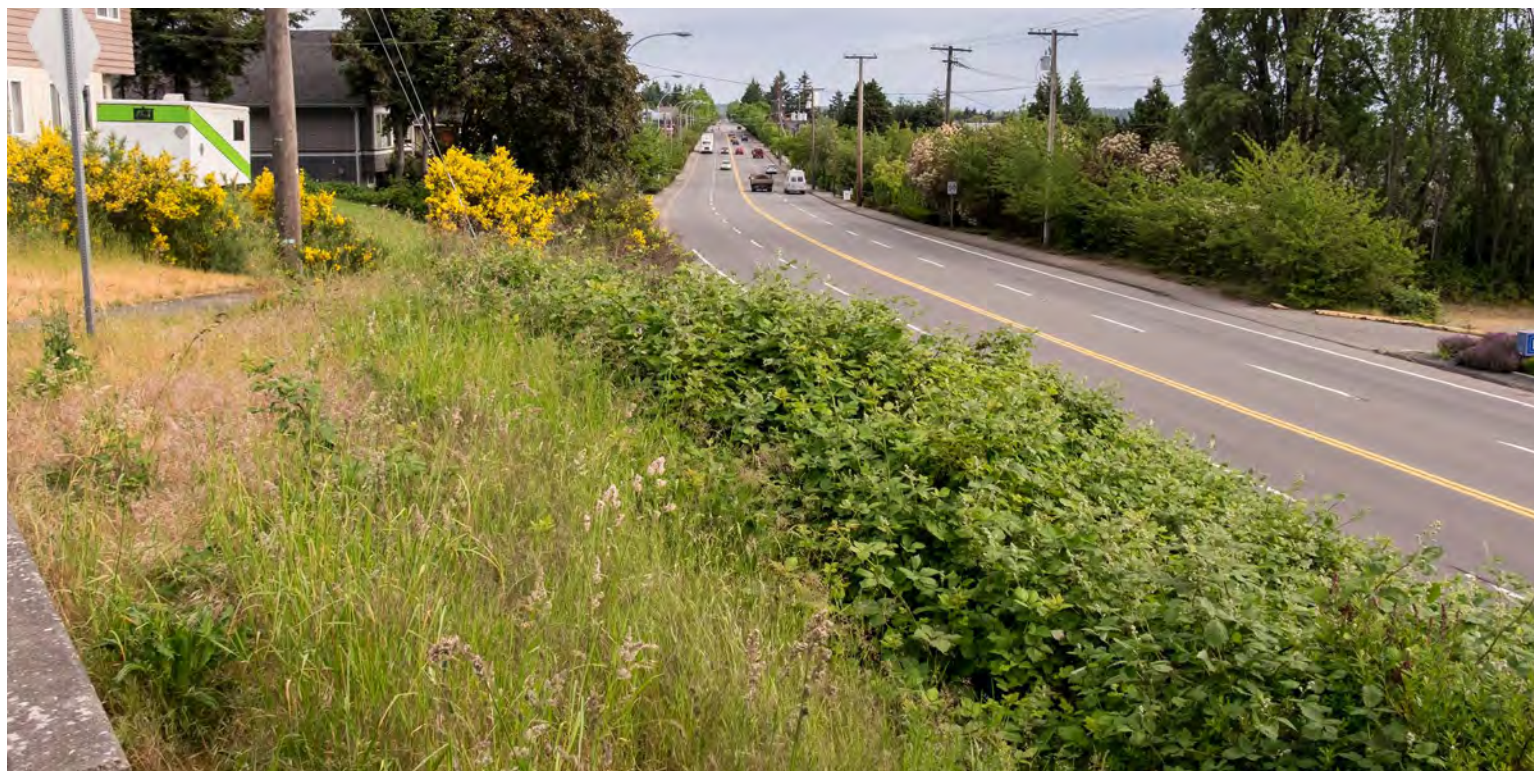






# APPENDIX C

## COMPONENT SUMMARY



The following component summary tables were used as an evaluation tool to identify potential packages for the plan components. A summary table was prepared for each Segment—1, 2, and 3—to consider how components could fit together. The findings of this summary informed the Implementation Summary Table in **Section 5**.

Each table includes the following headings:

- **Component:** Reference name for the component, including reference number that relates to the component description in **Section 6**.
- **Critical Triggers:** Identification of key events before which the component should be completed. If a key trigger happens before Terminal Nicol upgrades are undertaken, there is a risk that opportunities to realize the vision may be lost (e.g., if road repaving or utility upgrades happen before curbs and medians are in place, another opportunity for efficient investment may not occur for 20+ years).
- **Pre-Requisites:** Identification of any components that should be completed in advance of undertaking this component.
- **Parallel Components:** Identification of components that would logically occur alongside implementation of this component.
- **Preliminary Budget Estimate:** High-level budget estimate for the recommended component for planning purposes.
- **Principles Addressed:** Summary of the plan principles addressed by this component.





TABLE C-1: ALL SEGMENTS COMPONENT SUMMARY




















Component	Critical Triggers	Pre-Requisites	Parallel Components	Preliminary Budget Estimate	Principles Addressed
Initial Planning & Design					
B: Functional Design	<ul style="list-style-type: none"> <li>Road Repaving</li> <li>Utility Upgrades</li> <li>New Development / Redevelopment</li> </ul>		► A: City Policy, Plans, & Bylaw Review		 Our City's Gateway
3: Esplanade to Comox/Front				\$250,000	 Safe for Everyone
2: Farquhar to Esplanade				\$125,000	 Vibrant Main Street
1: South to Farquhar				\$75,000	 Keep on Moving
A: City Policy, Plans, & Bylaw Review	► New Development / Redevelopment			City Staff	 Our City's Gateway  Safe for Everyone  Vibrant Main Street  Keep on Moving
C: Marketing & Encouraging Development				\$14,000	 Our City's Gateway  Vibrant Main Street
H: Infill Tree Planting (existing tree assessment)			► B: Functional Design	\$30,000	 Our City's Gateway  Vibrant Main Street
L: Parallel Cycling Routes	► Haliburton / Victoria Street Upgrades		► R: Pedestrian Realm Expansion	\$105,000	 Safe for Everyone
S: Commercial Street Intersection Upgrades (design)	<ul style="list-style-type: none"> <li>Road Repaving</li> <li>New Development / Redevelopment</li> </ul>		► B: Functional Design	\$150,000	 Our City's Gateway  Vibrant Main Street  Keep on Moving
X: Transit on Corridor		► B: Functional Design		\$145,000	 Safe for Everyone  Vibrant Main Street  Keep on Moving

TABLE C-2: SEGMENT 1 COMPONENT SUMMARY








































Component	Critical Triggers	Pre-Requisites	Parallel Components	Preliminary Budget Estimate	Principles Addressed
Segment 1: Nicol Street - South to Farquhar					
D: South Gateway Element		► B: Functional Design		\$400,000 to \$800,000 (depends on size of median and/or art selected)	 Our City's Gateway
E: New Pedestrian Crossings (Robins)		► B: Functional Design	► J: Public Greenspaces / Pocket Parks (Robins)	\$50,000 to \$250,000 (depends on crosswalk requirements)	 Safe for Everyone  Vibrant Main Street
F: Fencing Improvements			► G: Pedestrian Lighting ► I: Overhead Utility Line Undergrounding	\$260,000	 Our City's Gateway
G: Pedestrian Lighting	► Road Repaving / Upgrades ► New Sidewalks	► B: Functional Design	► I: Overhead Utility Line Undergrounding ► R: Pedestrian Realm Expansion	\$0.5 M to \$0.85 M (depends on type and extent of lighting)	 Our City's Gateway  Safe for Everyone  Vibrant Main Street
H: Infill Tree Planting			► J: Public Greenspaces / Pocket Parks (Robins) ► M: Curb Extensions / Revisions on Cross Streets (Pine) ► R: Pedestrian Realm Expansion	\$130,000 to \$325,000 (depends on number of trees and planting conditions)	 Our City's Gateway  Vibrant Main Street
I: Overhead Utility Line Undergrounding	► Road Repaving / Upgrades ► New Sidewalks ► New Development / Redevelopment	► B: Functional Design	► G: Pedestrian Lighting ► H: Infill Tree Planting ► R: Pedestrian Realm Expansion	Too variable to determine - TBD during functional design	 Our City's Gateway  Vibrant Main Street
J: Public Greenspaces / Pocket Parks					 Our City's Gateway
Robins St			► E: New Pedestrian Crossings (Robins)	\$170,000	 Safe for Everyone
Watkins St				\$100,000	
K: Small Treed Islands at Intersections at Needham	► Road Repaving / Upgrades	► B: Functional Design		\$100,000	 Our City's Gateway  Safe for Everyone
M: Curb Extensions / Revisions on Cross Streets (Pine)	► Road Repaving / Upgrades	► B: Functional Design	► H: Infill Tree Planting	\$70,000	 Our City's Gateway  Safe for Everyone
R: Pedestrian Realm Expansion	► New Development / Redevelopment	► B: Functional Design ► A: City Policy, Plans, & Bylaw Review	► G: Pedestrian Lighting ► H: Infill Tree Planting	Funded through future development	 Our City's Gateway  Vibrant Main Street


















TABLE C-3: SEGMENT 2 COMPONENT SUMMARY

Component	Critical Triggers	Pre-Requisites	Parallel Components	Preliminary Budget Estimate	Principles Addressed
Segment 2: Nicol Street - Farquhar to Esplanade					
E: New Pedestrian Crossings					<div>  Safe for Everyone                      Vibrant Main Street                 </div>
Farquhar St		► B: Functional Design		\$50,000 to \$250,000	
Finlayson St		► B: Functional Design	► J: Public Greenspaces / Pocket Parks (Finlayson)	\$50,000 to \$250,000	
Crace St		► B: Functional Design	► J: Public Greenspaces / Pocket Parks (Robins) ► O: Mid-Block Pedestrian Connections to Parallel Streets (at Crace)	\$50,000 to \$250,000	
F: Fencing Improvements			► G: Pedestrian Lighting ► I: Overhead Utility Line Undergrounding	\$110,000 (includes design)	<div>  Our City's Gateway                 </div>
G: Pedestrian Lighting	► Road Repaving / Upgrades ► New Sidewalks	► B: Functional Design	► I: Overhead Utility Line Undergrounding ► R: Pedestrian Realm Expansion	\$0.45 M to \$0.75 M (depends on type and extent of lighting)	<div>  Our City's Gateway                      Safe for Everyone                      Vibrant Main Street                 </div>
H: Infill Tree Planting			► J: Public Greenspaces / Pocket Parks ► M: Curb Extensions / Revisions on Cross Streets ► R: Pedestrian Realm Expansion	\$90,000 to \$225,000 (depends on number of trees and planting conditions)	<div>  Our City's Gateway                      Vibrant Main Street                 </div>
I: Overhead Utility Line Undergrounding	► Road Repaving / Upgrades ► New Sidewalks	► B: Functional Design	► G: Pedestrian Lighting ► H: Infill Tree Planting ► R: Pedestrian Realm Expansion	Too variable to determine - TBD during functional design	<div>  Our City's Gateway                      Vibrant Main Street                 </div>
J: Public Greenspaces / Pocket Parks					<div>  Our City's Gateway                      Safe for Everyone                 </div>
Finlayson St			► E: New Pedestrian Crossings (Finlayson)	\$160,000	
Crace St			► E: New Pedestrian Crossings (Crace) ► O: Mid-Block Pedestrian Connections to Parallel Streets (at Crace)	\$330,000	
K: Small Treed Islands at Intersections at Milton	► Road Repaving / Upgrades	► B: Functional Design		\$100,000	<div>  Our City's Gateway                      Safe for Everyone                 </div>
M: Curb Extensions / Revisions on Cross Streets					<div>  Our City's Gateway                      Safe for Everyone                 </div>
Farquhar St	► Road Repaving / Upgrades	► B: Functional Design	► H: Infill Tree Planting	\$140,000	
Milton St	► Road Repaving / Upgrades	► B: Functional Design	► H: Infill Tree Planting	\$160,000	
Crace St	► Road Repaving / Upgrades	► B: Functional Design	► H: Infill Tree Planting	\$70,000	
N: Time-of-Day Parking (Farquhar to Esplanade)		► B: Functional Design ► A: City Policy, Plans, & Bylaw Review	► E: New Pedestrian Crossings	\$25,000	<div>  Safe for Everyone                      Vibrant Main Street                 </div>
O: Mid-Block Pedestrian Connections to Parallel Streets					<div>  Safe for Everyone                      Vibrant Main Street                 </div>
Within Finlayson to Crace Block	► New Development / Redevelopment			Future development	
At Crace St	► New Development / Redevelopment		► E: New Pedestrian Crossings (Crace)	Refer to Comp. J	
R: Pedestrian Realm Expansion	► New Development / Redevelopment	► B: Functional Design ► A: City Policy, Plans, & Bylaw Review	► G: Pedestrian Lighting ► H: Infill Tree Planting ► I: Overhead Utility Line Undergrounding	Funded through future development	<div>  Our City's Gateway                      Vibrant Main Street                 </div>



TABLE C-4: SEGMENT 3 COMPONENT SUMMARY

Component	Critical Triggers	Pre-Requisites	Parallel Components	Preliminary Budget Estimate	Principles Addressed
Segment 3: Terminal Avenue - Esplanade to Comox / Front					
E: New Pedestrian Crossings					 Safe for Everyone  Vibrant Main Street
Bastion Bridge		► B: Functional Design	► O: Mid-Block Pedestrian Connections to Parallel Streets(at Bridge)	\$50,000 to \$250,000	
Wentworth St		► B: Functional Design	► U: Wentworth Street Signalized Intersection	Refer to Comp. U	
Campbell St		► B: Functional Design	► W: Campbell Street Left Turn Bay	\$50,000 to \$250,000	
G: Pedestrian Lighting	► Road Repaving / Upgrades ► New Sidewalks	► B: Functional Design	► I: Overhead Utility Line Undergrounding ► R: Pedestrian Realm Expansion	\$0.6 M to \$1.0 M (depends on type and extent of lighting)	 Our City's Gateway  Safe for Everyone  Vibrant Main Street
H: Infill Tree Planting			► J: Public Greenspaces / Pocket Parks ► M: Curb Extensions / Revisions on Cross Streets ► R: Pedestrian Realm Expansion	\$175,000 to \$450,000 (depends on number of trees and planting conditions)	 Our City's Gateway  Vibrant Main Street
I: Overhead Utility Line Undergrounding	► Road Repaving / Upgrades ► New Sidewalks ► New Development / Redevelopment	► B: Functional Design	► G: Pedestrian Lighting ► H: Infill Tree Planting ► R: Pedestrian Realm Expansion	Too variable to determine - TBD during functional design	 Our City's Gateway  Vibrant Main Street
J: Public Greenspaces / Pocket Parks					 Our City's Gateway  Safe for Everyone
City Parking Lot near Esplanade			► P: Port Place Mall Entry Enhancement	Funded through future development	
Fraser St			► V: Fraser Street Reconfiguration	Refer to Comp. V	
M: Curb Extensions / Revisions on Cross Streets					 Our City's Gateway  Safe for Everyone
Wentworth St	► Road Repaving / Upgrades	► B: Functional Design	► H: Infill Tree Planting	\$140,000	
Campbell St	► Road Repaving / Upgrades	► B: Functional Design	► H: Infill Tree Planting	\$140,000	
N: Time-of-Day Parking (Farquhar to Esplanade)		► B: Functional Design ► A: City Policy, Plans, & Bylaw Review	► E: New Pedestrian Crossings	\$50,000	 Safe for Everyone  Vibrant Main Street
O: Mid-Block Pedestrian Connections to Parallel Streets					 Safe for Everyone  Vibrant Main Street
Within Commercial to Bastion Bridge Block to Wallace	► New Development / Redevelopment			Future development	
Within Commercial to Bastion Bridge Block to Commercial	► New Development / Redevelopment			Future development	
At Bastion Bridge			► E: New Pedestrian Crossings (Bastion Bridge)	\$150,000	
P: Port Place Mall Entry Enhancement	► New Development / Redevelopment	► B: Functional Design ► A: City Policy, Plans, & Bylaw Review	► J: Public Greenspaces / Pocket Parks ► R: Pedestrian Realm Expansion	Funded through future development	 Our City's Gateway  Safe for Everyone  Vibrant Main Street

Component	Critical Triggers	Pre-Requisites	Parallel Components	Preliminary Budget Estimate	Principles Addressed
Segment 3: Terminal Avenue - Esplanade to Comox / Front (continued)					
Q: Terminal Avenue Revised Curbs & New Centre Median	<ul style="list-style-type: none"> <li>Road Repaving / Upgrades</li> <li>Utility Upgrades</li> </ul>	<ul style="list-style-type: none"> <li>B: Functional Design</li> </ul>	<ul style="list-style-type: none"> <li>M: Curb Extensions / Revisions on Cross Streets (Wentworth, Campbell)</li> </ul>	\$2.85 M	<ul style="list-style-type: none"> <li> Our City's Gateway</li> <li> Safe for Everyone</li> <li> Keep on Moving</li> </ul>
R: Pedestrian Realm Expansion	<ul style="list-style-type: none"> <li>New Development / Redevelopment</li> </ul>	<ul style="list-style-type: none"> <li>B: Functional Design</li> <li>A: City Policy, Plans, &amp; Bylaw Review</li> </ul>	<ul style="list-style-type: none"> <li>G: Pedestrian Lighting</li> <li>H: Infill Tree Planting</li> <li>I: Overhead Utility Line Undergrounding</li> <li>P: Port Place Mall Entry Enhancement</li> </ul>	Funded through future development	<ul style="list-style-type: none"> <li> Our City's Gateway</li> <li> Vibrant Main Street</li> </ul>
S: Commercial Street Intersection Upgrades (not included in estimate)	<ul style="list-style-type: none"> <li>Road Repaving / Upgrades</li> <li>New Development / Redevelopment</li> </ul>	<ul style="list-style-type: none"> <li>B: Functional Design</li> <li>A: City Policy, Plans, &amp; Bylaw Review</li> </ul>	<ul style="list-style-type: none"> <li>Q: Terminal Avenue Revised Curbs &amp; New Centre Median</li> </ul>	Too variable to determine - TBD during functional design	<ul style="list-style-type: none"> <li> Our City's Gateway</li> <li> Vibrant Main Street</li> <li> Keep on Moving</li> </ul>
T: Bastion Street Bridge Art Feature	<ul style="list-style-type: none"> <li>Bastion Bridge Upgrades</li> </ul>		<ul style="list-style-type: none"> <li>E: New Pedestrian Crossings (Bastion Bridge)</li> <li>O: Mid-Block Pedestrian Connections to Parallel Streets(at Bridge)</li> </ul>	\$100,000 to \$500,000 (depends on art)	<ul style="list-style-type: none"> <li> Our City's Gateway</li> </ul>
U: Wentworth Street Signalized Intersection	<ul style="list-style-type: none"> <li>Road Repaving / Upgrades</li> <li>Utility Upgrades</li> </ul>	<ul style="list-style-type: none"> <li>B: Functional Design</li> </ul>	<ul style="list-style-type: none"> <li>E: New Pedestrian Crossings (Wentworth)</li> <li>Q: Terminal Avenue Revised Curbs &amp; New Centre Median</li> <li>V: Fraser Street Reconfiguration</li> </ul>	\$550,000	<ul style="list-style-type: none"> <li> Safe for Everyone</li> <li> Vibrant Main Street</li> <li> Keep on Moving</li> </ul>
V: Fraser Street Reconfiguration	<ul style="list-style-type: none"> <li>Road Repaving / Upgrades</li> <li>Utility Upgrades</li> <li>New Development / Redevelopment</li> </ul>	<ul style="list-style-type: none"> <li>B: Functional Design</li> <li>A: City Policy, Plans, &amp; Bylaw Review</li> </ul>	<ul style="list-style-type: none"> <li>J: Public Greenspaces / Pocket Parks (Fraser)</li> <li>Q: Terminal Avenue Revised Curbs &amp; New Centre Median</li> <li>R: Pedestrian Realm Expansion</li> </ul>	\$1.0 M	<ul style="list-style-type: none"> <li> Safe for Everyone</li> <li> Vibrant Main Street</li> <li> Keep on Moving</li> </ul>
W: Campbell Street Left Turn Bay	<ul style="list-style-type: none"> <li>Road Repaving / Upgrades</li> <li>Utility Upgrades</li> </ul>	<ul style="list-style-type: none"> <li>B: Functional Design</li> </ul>	<ul style="list-style-type: none"> <li>E: New Pedestrian Crossings (Campbell)</li> <li>Q: Terminal Avenue Revised Curbs &amp; New Centre Median</li> </ul>	Refer to Comp. Q	<ul style="list-style-type: none"> <li> Safe for Everyone</li> <li> Vibrant Main Street</li> <li> Keep on Moving</li> </ul>





# APPENDIX D

## TERMINAL NICOL RE-IMAGINED COMMITTEE TERMS OF REFERENCE



The following Terms of Reference was developed to outline the mandate, structure, milestones, and outputs associated with the Terminal / Nicol Corridor Streetscape

Plan Technical Steering Committee. A membership list is included after the Terms of Reference.



**TERMINAL/NICOL CORRIDOR STREETSCAPE PROJECT  
TECHNICAL STEERING COMMITTEE  
TERMS OF REFERENCE  
JULY 2015  
(adopted 2015-JUL-20)**

**Background**

A number of planning documents have been prepared for the Terminal/Nicol Corridor as part of revitalization efforts for downtown. The Nanaimo Downtown Plan and the Downtown Urban Design Plan and Guidelines call for taller mixed-use buildings along the length of the corridor, with an active streetscape that encourages pedestrian activity and supports retail use on the ground floor of the buildings. The current streetscape along the corridor is not inviting to pedestrians or cyclists and could better support adjacent businesses.

In addition, the road condition is reaching the end of its life and will need to be rehabilitated in the next five to ten years. While the City has a vested interest in the redevelopment of the corridor, Terminal Avenue / Nicol Street is under the jurisdiction of the Ministry of Transportation and Infrastructure (MoTI) and they are a critical partner in effecting change in this part of the downtown, and ultimately any changes to the roadway will require MoTI approval. The City would benefit from having a streetscape plan framed within the 'Complete Streets' paradigm to form the basis for the scope of work associated with the road rehabilitation.

In addition, as properties within the corridor are redeveloped, it would be beneficial to have a streetscape plan in place to ensure that reinvestment is consistent with the vision identified through this project.

The first phase of the streetscape project will center on the identification of public priorities for the corridor. This may include improved sidewalks, street trees, lighting, bicycles, lane modifications, traffic calming, on-street parking and other opportunities. Two public events are planned as part of this project. The study will require the services of a public engagement consultant and a traffic engineering consultant. The committee will report back to Council at the end of the project with a summary document highlighting the vision for the corridor and the preferred cross sections at key locations.

**Purpose**

These Terms of Reference outline the mandate, the structure, the key milestones and outputs associated with the Terminal Avenue / Nicol Street Corridor Streetscape Plan Technical Steering Committee.

**Mandate**

The committee serves as a collective of partners and stakeholders providing guidance and leadership over the Terminal Avenue / Nicol Street Corridor Streetscape Plan.

### Study Area

The study area is outlined in Attachment A, but centers on the road right-of-way from Nicol and South Streets to Terminal Avenue and the George Pearson Bridge.

### Committee Structure

A community-led technical steering committee will direct all aspects of the streetscape project. The committee will be managed by DNBIA, with support from City staff and MoTI. The structure for this committee would include one member from each of the following project partners:

- Downtown Nanaimo Business Improvement Association (DNBIA);
- City of Nanaimo (Council);
- Snuneymuxw First Nation;
- Nanaimo Port Authority;
- Chamber of Commerce;
- Nanaimo Economic Development Corporation (NEDC);
- Member at large (representing South End);
- Member at large (representing Old City);
- Member at large (representing wider community); and
- Member at large (representing wider community).

### Appointment and Term

The term of the committee will coincide with the duration of the project, or up to July 2016, whichever comes first.

Members of the committee shall serve without remuneration.

### Objectives

The Technical Steering Committee will work with a consulting team to:

- Facilitate an interactive City-wide public process to determine public priorities for this corridor. These priorities may include increased sidewalks, trees, lighting, bicycles, lane modifications, traffic calming, on-street parking and others;
- Based on the feedback received during the public process, develop a concept level streetscape for the Terminal/Nicol Corridor that supports the goals of existing planning documents;
- Facilitate discussions with the appropriate partners to develop a multi stage action plan to implement the developed streetscape as development progresses along the corridor; and
- Complete a report to Council outlining next steps.



### Schedule

The goal is to complete the project by April 2016. The key milestones are laid out below:

<u>Event/Deliverable</u>	<u>Completion Date</u>
• Present update to Council and receive direction	22 June 2015
• Council approval of Terms of Reference	20 July 2015
• Prepare and issue RFP for consultant services	21 July 2015
• Assemble Technical Steering Committee	4 August 2015
• Award consultant contracts (Public Engagement and Traffic)	15 Aug 2015
• First public feedback session to coincide with Block Builder's Nanaimo event	20 Sept 2015
• Second public feedback session	October 2015
• Data reduction, design and public presentation of preliminary graphical feedback on possible streetscapes	January 2016
• Revisions and final public presentation to Council	April 2016

### Meeting Procedures

All committee meetings shall be open to the public and advertised in advance.

The order of business is to be set out in an agenda package to be provided to committee members in advance of the meeting date.

At the first meeting, the committee shall elect a chair.

Minutes of the meeting will be adopted by the committee at a subsequent meeting. Originals of the minutes will be signed by the chair of the committee and forwarded to the City of Nanaimo, Legislative Services department for safe keeping.

Quorum will require a minimum of five members present.

### Resources

A project budget of \$100,000 has been identified for this work. This includes \$50,000 from the City of Nanaimo, \$35,000 from the DNBIA and \$15,000 from NEDC. DNBIA will oversee the project and manage the consultant contract.

City of Nanaimo Staff will support the project. Typical support functions include the following:

- Organizing and preparing agendas (in conjunction with the committee chair);
- Distributing agenda packages to committee members;
- Taking and preparing meeting minutes;
- Managing the files of the committee;
- Maintaining a list of outstanding issues for committee action;
- Providing professional advice on issues discussed by the committee; and
- Other functions necessary to deliver the project.

## Attachment 1: Terminal/Nicol Corridor Streetscape Project Study Area

For discussion purposes, the study area includes the area illustrated below described as:

- The eastern and western boundaries are the properties adjacent to Terminal Avenue or Nicol Street;
- The southern boundary aligns with South Street;
- The northern boundary is the Pearson Bridge.



**TERMINAL/NICOL CORRIDOR STREETSCAPE PROJECT**  
**TECHNICAL STEERING COMMITTEE (TNCTSC)**

Chair:

Staff Liaison: Gordon Foy, Manager of Transportation [gordon.foy@nanaimo.ca](mailto:gordon.foy@nanaimo.ca)

<b>Name / Appointment Type</b>	<b>Appointed/Ratified</b>	<b>Term Expires</b>
<i>Councillor Bestwick</i>	2015-AUG-17	Once the project is complete or July 2016, whichever is first
<i>Councillor Brennan</i>	2015-AUG-17	↓
<i>Vacant seat Snuneymuxw First Nation</i>	2015-AUG-17	↓
<i>Mr. Darren Moss Downtown Nanaimo Business Improvement Association</i>	2015-AUG-17	↓
<i>Mr. Sean Herold Chamber of Commerce</i>	2015-AUG-17	↓
<i>Mr. Doug Kalcsics Nanaimo Economic Development Corporation</i>	2015-AUG-17	↓
<i>Ms. Pamela James / Ms. Sydney Robertson Community-At-Large Member (representing South End)</i>	2015-AUG-17	↓
<i>Mr. Keith Brown Community-At-Large Member (representing wider community)</i>	2015-AUG-17	↓
<i>Mr. Ian Thompson Community-At-Large Member (representing wider community)</i>	2015-AUG-17	↓
<i>Ms. Leanna Plug Community-At-Large Member (representing wider community)</i>	2015-AUG-17	↓



