

**ADMINISTRATIVE ORDER NUMBER 2016-002-OP
RESPECTING THE IMPLEMENTATION OF LOCAL STREET BIKEWAYS**

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ADMINISTRATIVE ORDER NUMBER 2016-002-OP

RESPECTING THE IMPLEMENTATION OF LOCAL STREET BIKEWAYS

WHEREAS the Municipality aims to provide a connected network of on-street and off-street bicycling facilities to attain modal share targets set out in the Regional Municipal Planning Strategy of the Municipality;

AND WHEREAS the use of local streets that have been modified where necessary to optimize bicycle travel is a recognized bicycle facility type, known as a Local Street Bikeway;

AND WHEREAS the Municipality wants to provide the framework for the planning, designation and implementation of Local Street Bikeways in the Municipality;

BE IT RESOLVED AS AN ADMINISTRATIVE ORDER of the Council of the Halifax Regional Municipality under the authority of the *Halifax Regional Municipality Charter* and the *Motor Vehicle Act*, as follows:

Short Title

1. This Administrative Order may be cited as the “*Local Street Bikeway Implementation Administrative Order*”.

Description of Local Street Bikeways

2. (1) A Local Street Bikeway includes features as set out in subsection (2) that are intended to:

(a) create convenient routes for bicycling; and,

(b) help to create conditions on the streets where people of all cycling abilities and skill levels can comfortably share the street with motor vehicles without the addition of separated bicycle lanes or paths.

(2) A Local Street Bikeway has the following features:

(a) designated by the Municipality as a Local Street Bikeway;

(b) signs and pavement markings to designate the Local Street Bikeway;

(c) where necessary, speed or volume management measures, to reduce motor vehicle speeds and discourage through trips by motor vehicles; and

(d) as required, intersection treatments to create safe, convenient bicycle crossings of major collector streets and minor collector streets.

(3) Local Street Bikeways must avoid:

(a) Halifax Transit and truck routes, when possible; and,

(b) impact on the operation of emergency vehicles.

Purposes of Administrative Order

3. The purposes of this Administrative Order are to establish the processes to designate Local Street Bikeways, which include:

- (a) public notification and community engagement;
- (b) route analysis and design of features;
- (c) the decision-making framework; and
- (d) a process to monitor existing Local Street Bikeways.

Interpretation

4. In this Administrative Order,

- (a) “85th Percentile Speed” means the speed at or below which eighty-five percent (85%) of vehicles on a roadway are travelling;
- (b) “Active Transportation Greenway” means a multi-use trail suitable for the broadest range of active transportation users, such as walkers, cyclists, skateboarders, and inline skaters;
- (c) “Active Transportation Priorities Plan” means the Council adopted document “Making Connections: Halifax Active Transportation Priorities Plan 2014-2019” as revised from time to time;
- (d) “arterial street” means an arterial street as set out in the latest edition of the *Municipal Design Guidelines* of the Municipality;
- (e) *Bikeway Traffic Control Guidelines for Canada*” means the latest edition of this manual published by the Transportation Association of Canada;
- (f) “Community Council” means the council of a community established pursuant to the *Halifax Regional Municipality Charter*;
- (g) “Council” means the Council of the Municipality;
- (h) “intersection treatments” means measures to facilitate crossings for bicyclists at locations where a Local Street Bikeway crosses another street;
- (i) “local street” means a street in a primarily residential area, designed and constructed with the primary purpose of providing access to properties directly fronting the street;
- (j) “Local Street Bikeway” means a street with low motorized traffic volumes and speeds, modified to optimize bicycle travel, and designated by the Municipality as such;
- (k) “major collector street” means a major collector street as set out in the latest edition of the *Municipal Design* of the Municipality;
- (l) “major street crossing” means the intersection of the Local Street Bikeway with an arterial street or major collector street with right-of-way priority on the major collector street;

(m) *Manual of Uniform Traffic Control Devices for Canada* means the latest edition of this manual published by the Transportation Association of Canada;

(n) “minor collector streets” means a minor collector street as set out in latest edition of the *Municipal Design Guidelines* of the Municipality

(o) “minor street crossing” means the intersection of the Local Street Bikeway with another street with low motor vehicle volumes and speeds such as another local street or minor collector street;

(p) “Municipality” means the Halifax Regional Municipality;

(q) “off-set intersections” include two local streets that intersect with a major collector street or arterial street at two closely spaced T-junctions, instead of at a four legged intersection;



Diagram of off-set intersection for illustrative purposes only

(r) “project area” means the street proposed or designated as a Local Street Bikeway; and may include cross streets one block in either direction; the next parallel street; and streets for which the project street is the sole link, as determined by staff;

(s) “protected bicycle lane” means an exclusive bicycle facility that is physically separated from motor traffic and also distinct from the sidewalk;

(t) “route identification signage” means signs that confirm the identity of the Local Street Bikeway being traveled;

(u) “sharrow” means a shared lane pavement marking consisting of a white bicycle icon below a white chevron which is placed on the pavement in the intended area of bicycle travel;

(v) “staff” means the staff of the Municipality;

(w) “street” means a public street as defined in clause 3(bu) of the Halifax Regional Municipality Charter, S.N.S. 2008, c.39;

(x) “streetscaping” means the physical elements of a street, including the surfacing (e.g. asphalt roadway, concrete curb and sidewalk, grass boulevard) and also any street furniture, trees, and other elements that combine to form the street's character;

(y) “Traffic Authority” means the Traffic Authority of the Municipality appointed by the Council pursuant to the *Halifax Regional Municipality Charter* and the *Motor Vehicle Act*;

(z) “traffic calming” means measures to reduce motor vehicle speed as described in applicable professional guidelines, such as speed humps, raised crosswalks, curb extensions, and traffic circles;

(aa) “traffic diversion” means measures that reduce or discourage motor vehicle through traffic by physically or operationally reconfiguring select features along the Local Street Bikeway such as described

in applicable professional guidelines which may include signed mandatory turns, channelized right-in or right-out islands, and diagonal diverters;

(ab) “truck route” means any truck route identified in By-law T-400, the *Truck Routes By-law*;

(ac) “vpd” means vehicles per day; and

(ad) “wayfinding signage” means signs that help people orient themselves in physical space and navigate from place to place with ease.

Roles and Responsibilities

5. Staff shall co-ordinate the implementation of this Administrative Order.

6. Council shall consider whether to designate a Local Street Bikeway on its own motion or on the recommendation by a Community Council.

Eligibility for Identification of a Local Street Bikeway

7. Council may designate a Local Street Bikeway if:

(a) the route is designated as a candidate route in the Active Transportation Priorities Plan or Council otherwise designates the route by resolution; and

(b) Schedules 1, 2 and 3 have been followed.

Monitoring of Designated Local Street Bikeways

8. Subject to Schedule 3, to ensure that a Council approved Local Street Bikeways is operating as desired, qualitative and quantitative monitoring of each Local Street Bikeway may be carried out from time to time, including monitoring:

(a) volumes of motor vehicle and bicycle traffic, as determined by traffic counts;

(b) motor vehicle speeds, as determined by speed studies;

(c) facility satisfaction, as determined by surveys of users and abutters;

(d) abutter perspectives; and

(e) observed street user behaviours, such as at intersections or any other potential conflict points.

Schedules

9. The Schedules attached to this Administrative Order shall form part of this Administrative Order.

Done and passed in Council this 8th day of November, 2016.

Mayor

Municipal Clerk

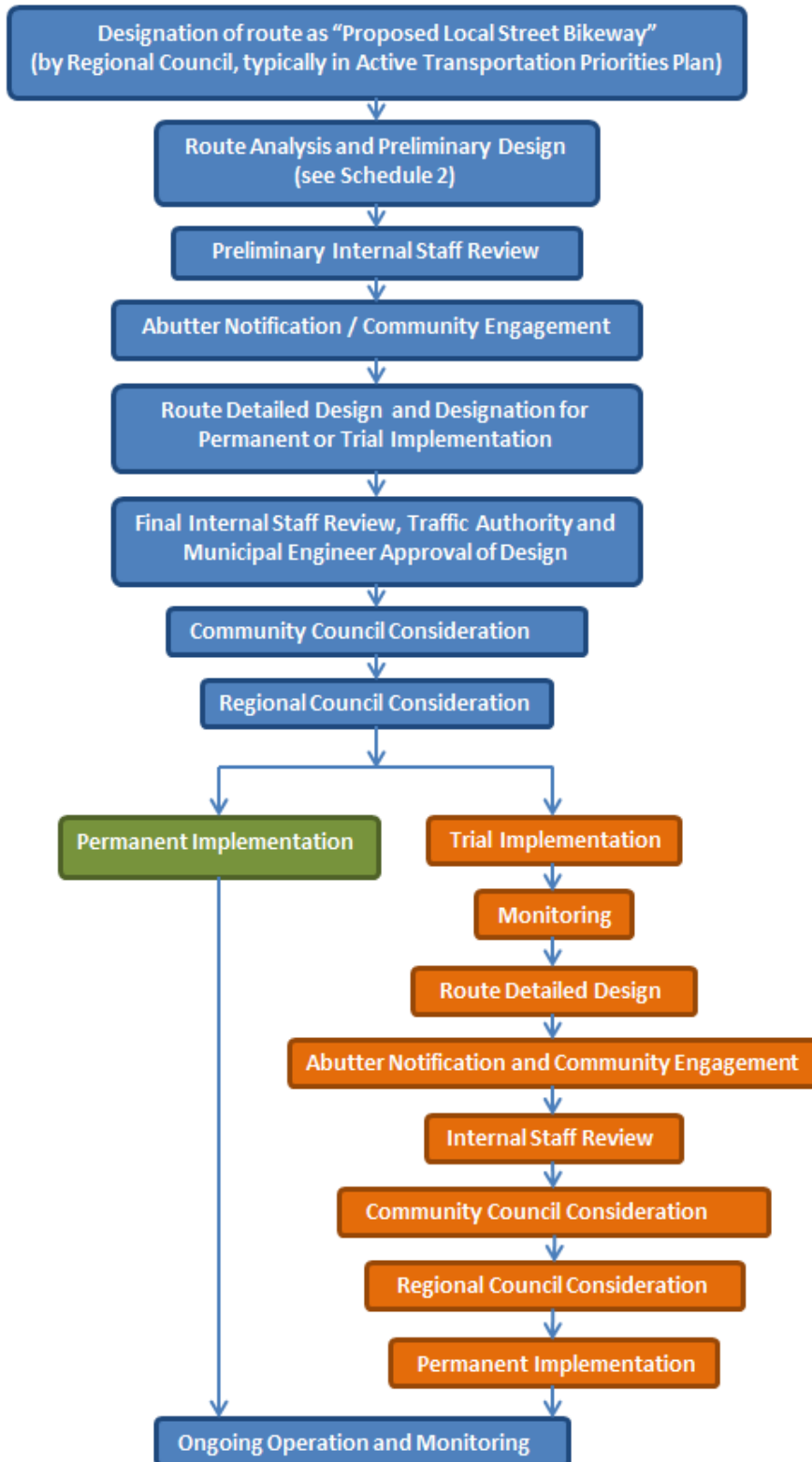
I, Kevin Arjoon, Municipal Clerk of Halifax Regional Municipality, hereby certify that the above-noted Administrative Order was passed at a meeting of Halifax Regional Council held on November 8, 2016.

Kevin Arjoon, Municipal Clerk

Notice of Motion:
Approval:

October 4, 2016
November 8, 2016

Schedule 1: Local Street Bikeway Implementation Process at a Glance



Schedule 2: Route Analysis Considerations for Local Street Bikeways

This Schedule outlines general factors that shall be considered in the route analysis and design of Local Street Bikeways. The context for urban street situations can be complex and design treatments need to be tailored to the individual situation based on engineering and design judgement.

Factor	Considerations/Criteria
Bicycle and pedestrian volume	In order to help measure the impact of the proposed Local Street Bikeway, baseline information on the number of pedestrians and bicyclists using the corridor will be collected. In addition to volume, information such as demographics, behaviours and other factors will be gathered.
Motor vehicle speed	<p>Reducing the speed differential between motor vehicles and bicyclists improves the bicycling environment by reducing overtaking events, enhancing drivers' ability to see and react, and diminishing the severity of crashes if they occur.</p> <p>Routes with 85th percentile vehicle speeds under 30 km per hour shall not require consideration of traffic calming.</p> <p>Routes with 85th percentile speeds between 30 and 45km per hour may require consideration of traffic calming.</p> <p>Routes with 85th percentile speeds over 45 km per hour shall require consideration of traffic calming.</p>
Motor vehicle volume	<p>Because bicyclists share the roadway with motor vehicles on Local Street Bikeways, motor vehicle traffic volumes significantly impact the comfort of people on bicycles -- higher vehicle volumes decrease bicyclist comfort and may lead to a greater potential for conflicts.</p> <p>Motor vehicle volumes, on local streets, under one thousand (1,000) vpd do not require measures to divert traffic from the Local Street Bikeway.</p> <p>Motor vehicle volumes, on local streets, over one thousand (1,000) vpd may require measures for traffic diversion.</p> <p>Along short sections of Local Street Bikeway Corridors that exceed desirable thresholds for motor vehicle volumes, other kinds of low stress bicycle facilities may be considered such as protected bicycle lanes.</p>
Intersection at Major Street Crossing	<p>Locations where a Local Street Bikeway crosses a major collector street with right-of-way priority on the major collector street may pose an obstacle and hinder the objective of accommodating the widest range of cycling abilities and skill levels. Intersection treatments to mitigate these obstacles shall be considered. In determining whether to apply a treatment and the type of treatment to apply, considerations include:</p> <ul style="list-style-type: none"> (a) street width (more than two (2) lanes to cross); (b) intersection complexity such as multi-leg or offset intersections, or the presence of merge lanes or turning lanes; (c) speed and volume of vehicles on the street to be crossed; (d) crossing gaps (there are no established thresholds for assessing gaps for bicyclists, but modified pedestrian crossing warrant criteria may be used); and

	(e) assessment of impact on the motor vehicle capacity, safety and operations of the impacted streets.
Intersection at Minor Street Crossing	Where possible, the Local Street Bikeway shall have stretches of at least 0.8km or more of continuous travel without stop sign control between major street crossings. Achieving this objective may require changes to intersections with other local streets. Any proposed changes at crossings of minor collector streets are subject to an assessment of the impact on the motor vehicle capacity, safety and operations of the impacted streets.
Pavement Surface Quality	Poor quality or rough pavements may be considered for upgrading prior to implementing the Local Street Bikeway.
Bicycle Amenities	Opportunities to add tire pumps, repair stations, bicycle racks, rest areas and other potential amenities may be identified and considered for inclusion.
Other enhancements	Opportunities for other enhancements may be considered, including <ul style="list-style-type: none"> (a) tree planting; (b) streetscaping or pedestrian improvements such as refuge medians or reduced crossing distances; and, (c) other features that may be identified and included in the design.
Traffic volume and speed on adjacent streets	Where traffic calming or traffic diversion measures are introduced as a part of a Local Street Bikeway, staff shall consider and aim to avoid any detrimental impact on traffic volumes or speed on adjacent streets. As part of the planning for each project, there shall be a motor vehicle operational analysis if traffic calming or traffic diversion measures are being considered. If a significant impact is projected (e.g. an adjacent local street has the potential to exceed 3,000 vpd) this may be grounds for proposing other treatments, or for recommending trial implementation, or for proposing another corridor for the Local Street Bikeway.
Key origins and destinations and other transportation services/ infrastructure	The primary potential origins and destinations along the routes will be identified to ensure connectivity. Other transportation infrastructure such as transit routes, other AT routes and carshare locations will be identified to help foster integrated mobility opportunities.

Schedule 3: Planning Process to Designate Local Street Bikeways

Route Analysis and Design

1. Staff should conduct route analysis and designs for proposed Local Street Bikeways in accordance with the considerations in Schedule 2.

Preliminary Design

2. (1) The initial stage of route planning shall be known as the preliminary design.

(2) The objective of the preliminary design is to identify the potential measures that could become part of the detailed design and to develop a clear overall understanding of how the proposed Local Street Bikeway will operate.

(3) The preliminary design serves as a tool to obtain feedback to staff from, the abutter residents and property owners residing in the project area, and other members of the public respecting the proposed Local Street Bikeway.

(4) The preliminary design shall include:

(a) drawings of the proposed Local Street Bikeway illustrating the key proposed elements;

(b) presentation of a number of options for particular areas of the proposed Local Street Bikeway, where they exist; and

(c) identification of advantages, disadvantages or impacts of particular elements.

Preliminary Internal Staff Review

3. (1) The Traffic Authority, or designate, shall review and provide feedback on the preliminary design.

(2) Departments of the Municipality shall be consulted and advised of the preliminary design as required, including Road Operations and Construction, Halifax Transit, Halifax Regional Fire and Emergency Services, Halifax Regional Police and Planning and Development.

Abutter Notification and Community Engagement

4. (1) Abutters, including residents and property owners, in the project area shall be notified that their street is being assessed for implementation as a Local Street Bikeway.

(2) The notification in subsection (1) may include:

(a) a description of the proposed Local Street Bikeway and any anticipated impacts;

(b) background on Local Streets Bikeways and overall active transportation goals of the Municipality;

(c) a description of the Municipality's decision-making process prior to designation of a Local Street Bikeway;

(d) information on any community engagement opportunities;

(e) links to any additional information available online; and

(f) staff to contact for further information.

5. (1) Staff may complete community engagement for a proposed Local Street Bikeway.

(2) Staff shall undertake community engagement for any proposed Local Street Bikeway where traffic calming or diversion measures are being proposed.

(3) Community engagement may include any of the following:

- (a) holding a public meeting; and
- (b) hosting an online public engagement tool.

(3) Notifications of community engagement opportunities may be made by way of mailings to residents and property owners within the project area, public service announcements, advertisements in community and regional newspapers, the Municipality's social media, and advisories to local community organizations.

Route Detailed Design and Recommendation of Permanent or Trial Implementation

6. A detailed design shall be developed illustrating the location of elements of the proposed Local Street Bikeway, and may include:

(a) pavement markings for route identification as per the *Bikeway Traffic Control Guidelines for Canada*, such as sharrows;

(b) route identification signage, which may include:

(i) stand-alone signs with green background behind a white bicycle icon and including the name of the Local Street Bikeway in white letters; and

(ii) modified street signs with an extended blade containing a white bicycle icon on a green background following the street name;

(c) wayfinding signage which may be combined with route identification signage to assist users to navigate the Local Street Bikeway;

(d) intersection treatments as required to facilitate major street crossings and minor street crossings;

(e) improvements to pavement surface quality;

(f) opportunities identified to add bicycle amenities or other enhancements; and

(g) the proposed location of any traffic calming or traffic diversion measures.

7. (1) Following the route analysis, abutter and property owner notification and community engagement, if any, staff may recommend either permanent or trial implementation.

(2) Permanent implementation may be recommended when staff determines that the establishment of the Local Street Bikeway only requires the implementation of basic route elements, such as:

- (a) pavement markings, route identification signage or wayfinding signage,
- (b) intersection treatments,
- (c) pavement improvements,

- (d) bicycle amenities, and
 - (e) traffic calming or traffic diversion treatments that are predicted to have minimal impact on access for motor vehicles on the Local Street Bikeway or adjacent streets and minimal impact on motor vehicle volumes on adjacent local streets.
- (3) Trial implementation may be recommended when:
- (a) an analysis of proposed traffic diversion or traffic calming treatments predicts the route elements may have significant impact on access for motor vehicles on the Local Street Bikeway street or adjacent streets and significant impact on motor vehicle volumes on adjacent local streets;
 - (b) community engagement demonstrated significant uncertainty or opposition to traffic diversion or traffic calming, particularly by residents in the project area; or
 - (c) if the analysis was inconclusive about the impact of traffic calming or traffic diversion elements and further analysis through a trial implementation would provide the required information.

Final Internal Staff Review and Traffic Authority

8. (1) Departments of the Municipality shall be consulted and advised of the detailed design as required, including Road Operations and Construction, Halifax Transit, Halifax Regional Fire and Emergency Services, Halifax Regional Police, and Planning and Development.

(2) The detailed design shall be reviewed and approved by the Traffic Authority and the Municipal Engineer, or designate, prior to their implementation of any Local Street Bikeway.

Community Council Consideration

9. (1) A staff report and the detailed design of the proposed Local Street Bikeway shall be presented to Community Council for review and recommendation to the Council.

(2) Community Council may recommend to Regional Council permanent implementation or trial implementation of a proposed Local Street Bikeway, or may recommend that the proposed Local Street Bikeway not be implemented.

Regional Council Consideration

10. (1) Where a Community Council recommends permanent or trial implementation of a proposed Local Street Bikeway, the matter shall be forwarded to Council for consideration.

(2) Council may approve permanent implementation or trial implementation of a proposed Local Street Bikeway or choose not to approve the proposed Local Street Bikeway.

(3) Approval of permanent implementation by Council constitutes designation of the proposed Local Street Bikeway as a permanent Local Street Bikeway and such approval shall be deemed to be direction to staff to permanently implement the Local Street Bikeway, subject to budget availability.

(4) Approval of trial implementation by Council constitutes direction to staff to implement the Local Street Bikeway on a trial basis, subject to budget availability.

(5) Where Council does not approve the proposed Local Street Bikeway, it shall not be implemented.

Local Street Bikeways Approved for Trial Implementation

11. Trial implementation of a Local Street Bikeway shall include:
- (a) installation of the route elements;
 - (b) public notification of the new Local Street Bikeway; and
 - (c) operation of the Local Street Bikeway for a trial period of no less than six months and no more than three years.

Monitoring and Evaluation of Trial Local Street Bikeways

12. Qualitative and quantitative monitoring of trial Local Street Bikeways shall occur before and after installation and may include:
- (a) motor vehicle and bicycle counts;
 - (b) motor vehicle speed studies;
 - (c) user intercept surveys;
 - (d) observations of street user behavior at intersections and other potential conflict points;
 - (e) household surveys of residents and property owners within the project area, and
 - (f) other studies as required.

Consideration of Permanent Implementation or Discontinuation of Trial Local Street Bikeway

13. (1) Following trial implementation and monitoring of a trial Local Street Bikeway, staff shall analyze the results of the trial and determine whether to recommend permanent installation or recommend discontinuation of the trial and the removal of Local Street Bikeway features.
- (2) If discontinuation is recommended staff shall, if possible, notify abutters, including residents and property owners, in the project area prior to staff's presentation of a report to Community Council.
- (3) The notification in subsection (2) may include:
- (i) a summary of the analysis of the trial Local Street Bikeway including impacts, usage and other results;
 - (ii) a summary of the key rationale for recommending the discontinuation of the street or corridor as a trial Local Street Bikeway and for not being recommended for permanent installation; and
 - (iii) staff to contact for further information.
- (4) If permanent implementation is recommended, the processes in sections 4, 5, 6 and 8 of this Schedule shall be repeated.

Community Council Consideration of Permanent Implementation or Discontinuation of Trial Local Street Bikeways

14. (1) Prior to permanent implementation or discontinuation of a trial Local Street Bikeway, a staff report and detailed design shall be presented to Community Council for review and recommendation to the Council.
- (2) The Community Council may recommend to Regional Council the permanent implementation of a trial Local Street Bikeway, or recommend that the trial Local Street Bikeway be discontinued.

Regional Council Consideration of Permanent Implementation of Trial Local Street Bikeways

15. (1) Where a Local Street Bikeway is forwarded to Council for consideration under section 14 of this Schedule the Council shall approve the permanent implementation of the trial Local Street Bikeway or direct that the trial Local Street Bikeway be discontinued.

(2) Approval by the Council constitutes direction to staff to permanently implement the trial Local Street Bikeway, subject to budget availability.

(3) Where Council directs that a trial Local Street Bikeway be discontinued, the trial Local Street Bikeway shall be removed by staff.

Permanent Implementation

16. Permanent implementation shall include:

- (a) installation of the permanent Local Street Bikeway design features; and
- (b) public notification of the new Local Street Bikeway.

Discontinuation of Local Street Bikeway

17. Council may discontinue a Local Street Bikeway at any time at its sole discretion.