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Info Item No. 2
Transportation Standing Committee
September 28, 2017

TO: Chair and Members of Transportation Standing Committee

SUBMITTED BY: Original signed by
Bruce Zvaniga, P.Eng., Director, Transportation and Public Works

DATE: May 23, 2017

SUBJECT: On Street Bicycle Parking Policies

INFORMATION REPORT

ORIGIN

This report originates from the September 22, 2016 Transportation Standing Committee Meeting.

MOVED by Councillor Mason, seconded by Councillor Walker, that the Transportation Standing Committee request a staff report on the subject of On-street Bicycling Parking Policies, as per the information submitted by the Halifax Cycling Coalition to ATAC on February 18, 2016.

LEGISLATIVE AUTHORITY

The *Halifax Regional Municipality Charter* Section 322(1) states that “The Council may design, lay out, open, expand, construct, maintain, improve, alter, repair, light, water, clean, and clear streets in the Municipality.”

Section 324(2) of the *Halifax Regional Municipality Charter* states that “The Council may, by by-law, regulate encroachments upon, under or over streets, including stipulating the period of time an encroachment may remain and the entering into of agreements, including terms and conditions, for particular encroachments.”

Section 70(1)(d) of the *Halifax Regional Municipality Charter* states that “The Municipality may establish or maintain parking facilities.”

Sections 151 and 152 of the Motor Vehicle Act provide the Traffic Authority with powers to regulate parking on public streets. Sections 153 and 154 of the Motor Vehicle Act allows Regional Council, by by-law, to restrict or regulate parking.

BACKGROUND

Making Connections, Halifax’s Active Transportation Priorities Plan, recommends continued support for cycling through the supply and installation of bicycle racks and consideration for a “pilot program to support

the installation of more bicycle parking at commercial locations and schools which predated the 2006 Land Use Bylaw bicycle parking requirements.”

Since 2002, the municipality has installed bicycle racks at most municipal facilities and initiated a *Request a Bicycle Rack* program to install racks primarily in business districts within the Municipal right-of-way. Since 2006, over 500 racks have been installed representing 1000+ bicycle parking spaces. In 2006 Land Use Bylaws were amended to require short and long term bicycle parking with most new buildings (except in rural areas).

In 2015, the Halifax Cycling Coalition (HCC) approached Halifax Regional Municipality (HRM) with a proposal to install a bicycle corral on the corner of Agricola and Charles streets in Halifax’s North End. These corrals are designed to be installed on-street, in the curb lane. Since the installation of the original corral in late 2015, HCC and HRM have worked to identify several other locations to pilot these parking structures within the municipal right of way.

DISCUSSION

In the summer of 2015, HCC approached HRM in an effort to secure permission to install an on-street bicycle corral on Agricola near the intersection with Charles Street. The corral would consist of several inverted-“U” style bike racks installed on rails between two planter boxes. The corrals would sit in the curb lane of the public street, parallel to the sidewalk, similar to a parked car. Although the design of these corrals varied slightly depending on space available, each could accommodate up to sixteen bicycles at a time.

HRM staff had some initial concerns with the presence of these corrals on a major collector street like Agricola, and allowed the corral to be installed on Charles Street, just around the corner from HCC’s preferred location. The corral had a two-week stay there in November 2015, before it was removed in anticipation of the winter season.

HCC approached HRM in April of 2016 looking to reinstall the North End bicycle corral. HCC was strongly in favour of their original proposed location on Agricola, around the corner from the Charles Street location, in an effort to improve visibility of the project. Local businesses also showed a preference for the Agricola location as a way to curb illegal parking on the corner. HRM agreed to a trial in this location for 2016, and the corral was installed on April 26.

HCC also proposed two new bicycle corrals for 2016. The first of these corrals was requested to be installed on Cornwallis Street near the intersection with Bauer Street, directly across from Dee Dee’s Ice Cream shop. Due to paving operations in the area the installation was delayed until September. A permit was issued and the corral installed on September 12th. A dispute arose between HCC and a few local residents over the fact that the corral, though installed in the location allowed on the permit, occupied one of five on-street parking spots on the block. In an effort to end the conflict quickly, HCC chose a new location, on Bauer Street near Cornwallis. The corral was moved on September 23, and remained in place until mid-November.

The second new location was proposed for Spring Garden Road, in the “No Stopping” zone directly in front of 5670 Spring Garden Road. Other Capital Works delayed the installation of the corral, and this location did not get installed for the 2016 season.

At the start of the 2017 season, HCC applied to re-install the corral in these three locations, as well as two more in District 5 – one on Ochterloney Street near Wentworth, and on Portland Street between Alderney and King. Installation of these five locations has been approved, and HCC and HRM are evaluating other locations.

Lessons Learned

Through the end of the 2016 season, the program provided insight to HRM on the feasibility of maintaining an on-street bicycle parking program. The sites where the corrals were installed were well-used, and the

installation of the parking corrals directly on the street did not have an adverse effect on local vehicle or pedestrian traffic.

The corrals also provided an added benefit of increased visibility at intersections. The installation on Agricola Street succeeded in opening up the corner and improving visibility to traffic and pedestrians attempting to enter traffic on Agricola. The corral prevented large delivery trucks from parking and unloading at the corner and causing sight line issues at the cross walk. A “No Stopping – Tow Away Zone” sign was installed at this location to deter this loading/unloading activity during the winter months when the corral is not present.

HRM staff also became aware of several challenges that caused difficulty during the 2016 season:

- A lack of a formal installation process made the time for review by HRM staff much longer than anticipated by HCC.
- The original corral design as installed was not robust enough to withstand potential relocation, theft or vandalism.
- Members of the communities where the corrals were installed did not feel they were adequately consulted prior to the installation.
- Motorists were concerned that the corrals would take up on-street motor vehicle parking spaces.

To help overcome these challenges, HRM staff met with HCC prior to the start of the 2017 cycling season to outline expectations for applications, corral design, community engagement, and acceptable locations for future corrals.

In 2017 HRM staff are continuing to collaborate with HCC to evaluate the success of all bike corral installations. As HCC works to expand their delivery of bike corrals, HRM staff are considering the potential of bike corrals to further support the Municipality’s active transportation goals. More specifically, these opportunities include:

- HRM installation of temporary bike corrals at locations where demand for bicycle parking is high and space to provide bike parking between the curb and building facades, within the right-of-way, is limited.
- Conversion of temporary bike corrals to permanent bicycle parking facilities based on level of usage

FINANCIAL IMPLICATIONS

Funding for construction of the bicycle corrals comes in part from Discretionary Budgets of HRM councillors. Operational elements of Bicycle Corral Program including installation, maintenance and removal of the corrals run at no cost to HRM.

COMMUNITY ENGAGEMENT

HRM staff have engaged extensively with representatives of the Halifax Cycling Coalition since the initial bike corral pilot project on Agricola Street, and through the development of a more formal process to consider applications for new bike corral locations.

ATTACHMENT

Attachment “A” - 2016 Temporary Bicycle Corral Program: End of Season Review

2016 Temporary Bicycle Corral Program

TRAFFIC MANAGEMENT

END OF SEASON REVIEW

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December 2016

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1. INTRODUCTION

In 2015, the Halifax Cycling Coalition (HCC) approached Halifax Regional Municipality (HRM) with a proposal to install a bicycle corral on the corner of Agricola and Charles streets in Halifax's North End. The Corral was installed late in the season and enjoyed a two week stay on Charles. This corral was funded through the District 8 Discretionary Funding Participatory Budgeting Process.

In 2016, HCC was eager to continue the program. In addition to the initial corral, funding was secured for two more corrals (again funded through the participatory budgeting program). HCC indicated that their preference was to install these on Cornwallis Street (north side, between Maynard and North Park) and on Spring Garden Road (south side, between Brenton and South Park).

2. 2016 SEASON INSTALLATIONS

Agricola Street near Charles Street



HCC approached HRM in April of 2016 looking to reinstall the North End Bicycle corral. While the corral was installed on Charles Street in 2015, In an effort improve visibility of the project. HCC was strongly in favour of an alternate location on Agricola, around the corner from the original location. Local businesses also showed a preference for the Agricola location, in an effort to curb illegal parking on the corner. HRM agreed to a trial in this location for 2016, and the corral was installed on April 26.

Cornwallis Street near Bauer Street



The first of two new bicycle corrals was requested to be installed on Cornwallis Street near the intersection with Bauer Street, directly across from Dee Dee's Ice Cream Shop. HRM Capital Paving operations in the area delayed the installation until September. A permit was issued on September 12, and the corral was installed that afternoon.

A dispute arose between HCC and a few local residents over the fact that the corral, though installed in the location allowed on the permit, occupied one of five on-street parking spots on the block. In an effort to end the conflict quickly, HCC chose a new location, on Bauer Street near Cornwallis. The corral was moved on September 23.

Spring Garden Road near Brenton Street



The second “new” location was proposed for Spring Garden Road, in the “No Stopping” zone directly in front of 5670 Spring Garden Road. HRM Capital Works once again delayed the installation of the corral, and this location did not get installed for the 2016 season.

3. 2016 SEASON OUTCOMES

Successes

Increased bicycle parking: The sites where the corrals were installed were seemingly well-used, and the installation of the parking directly on the street did not have an adverse effect on local vehicle or pedestrian traffic.

Increased visibility at a traditionally “dangerous” intersection: The installation on Agricola Street succeeded in opening up the corner and improving visibility to traffic and pedestrians attempting to enter traffic on Agricola. The Corral prevented large delivery trucks from parking and unloading at the corner and causing sight line issues at the cross walk. A “No Stopping – Tow Away Zone” sign was installed at this location to deter this loading/unloading activity during the winter months when the corral is not present.

Challenges

Application information: The program lacked a clear application process, and an associated set of requirements for applicants, resulting in each location being handled as if it were the first, and being evaluated against a set of undefined characteristics.

Movable Bicycle Corrals: The corral installed on Cornwallis Street was moved by a resident who did not believe the corral had the right to occupy the parking space. The design as-is may be subject to relocation, vandalism or theft.

Public Consultation: While the Agricola Street application was accompanied with letters from a large number of local businesses showing their support for the installation, HRM was made aware of issues for both the Cornwallis project and the proposed Spring Garden Road installation that expressed a lack of consultation for local businesses and residents.

Balancing Bicycle Parking vs. Motor Vehicle Parking: The Cornwallis installation highlighted that some residents object to replacing on-street car parking with bicycle parking, particularly in areas when off-street parking may not be plentiful.

4. GOING FORWARD

Application Requirements:

In order to properly evaluate the feasibility to install a bicycle corral in a given location, HRM Staff must be supplied with a complete application package. This package must include, at a minimum:

- The name and contact information for a contact person with the organization making the application
- the exact location of the corral, either as a dimensioned drawing or an detailed description (e.g on the Northeast corner of Agricola and Charles Streets, 5m from the marked crosswalk at the corner, extending back to the utility pole in front of 2530 Agricola Street),
- the overall dimensions of the corral and a drawing depicting the construction elements of the corral,
- a Certificate of Insurance showing coverage satisfying HRMs requirements for insurance for Streets and services permit applicants
- A description of the level of public consultation undertaken while evaluating the location.

Recommended:

- o The appropriate Area Business Association for corrals installed within areas covered by one.
- o Residents and businesses within a one block radius of a corral installed in an area not covered by a Business Association

Having received funding from the participatory budgeting process is not sufficient consultation without the other elements

Evaluation Criteria/Legislative Requirements

Bicycle corrals will generally not be permitted in a location that would be an illegal parking spot according to the Nova Scotia Motor Vehicle Act, excepting sections (i) and (l) below.

143 (1) It shall be an offence for the driver of a vehicle to stop, stand or park the vehicle, whether attended or unattended, except when necessary to avoid conflict with other traffic or in compliance with the directions of a peace officer or traffic control signal or sign, in any of the following places:

- (a) within an intersection;
- (b) on or within 5 metres of a crosswalk;
- (c) between a safety zone and the adjacent curb or within 10 metres of points on the curb immediately opposite the ends of a safety zone, unless local or traffic authorities shall indicate a different length by signs or markings;
- (d) within 7.5 metres from the intersection of curb lines, or, if none, then within 5 metres of the intersection of property lines at an intersection within a business or residence district, except at alleys;

- (e) within 10 metres upon the approach to any official flashing beacon, stop sign, yield sign, or traffic control signal located at the side of the roadway;
- (f) within 5 metres of the driveway entrance to any fire station;
- (g) within 5 metres of a fire hydrant;
- (h) in front of a private driveway;
- (i) on a sidewalk;
- (j) alongside or opposite any street or highway excavation or obstruction when the stopping, standing or parking would obstruct traffic;
- (k) on the roadway side of any vehicle stopped or parked at the edge or curb of a highway;
- (l) at any place where official traffic signs have been erected prohibiting standing and parking;
- (m) within 15 metres of the nearest rail of a railway crossing;
- (n) on the crest of a grade where the view of an approaching driver is obstructed.

Notwithstanding the Motor Vehicle Act, the Engineer may evaluate any proposed location on the basis of safety and traffic flow and may allow or refuse the placement of the corral based on this evaluation.

Design of Temporary Bicycle Corral

The temporary bicycle corral shall conform to the following standards

- Corrals installed throughout HRM shall be of a consistent design (excepting for variations in length to allow the corral to effectively fill the space provided).
- Corrals shall be constructed such that there is a continuous rigid element from one end to the other. Sections of the corral should not be joined by chains/cables/ropes or any similar flexible material.
- No Part of the corral, with bicycles parked, may exceed the width of the parking lane in which it is installed, or 2.1m, whichever is narrower.
- No Part of the corral, with bicycles parked, may exceed the 1.05m tall. (including any live plants that may be incorporated in the corral design)

Evolution to a Permanent Structure

HRM sees the Temporary Bicycle Corral Program as an opportunity to identify sites that may benefit from more permanent solutions to bike parking shortages. HRM, in consultation with stakeholders, may decide to install a permanent bicycle parking fixture at or near the installation of a temporary bike corral. The corral may be required to be either relocated or removed by the permit holder.

5. CLOSING

Halifax's Active Transportation program aims to help residents bicycle, walk and use other "human powered" ways to move. Encouraging Active Transportation promotes personal health and recreation, helps manage congestion, reduces emissions and supports municipal objectives for efficient land use. The Temporary Bicycle Corral Program is a highly visible way to increase opportunities for cyclists by providing adequate parking near businesses and attractions they commonly frequent. HRM is proud to partner with the Halifax Cycling Coalition in this project and look forward to working with them to improve the program for 2017.