



P.O. Box 1749  
Halifax, Nova Scotia  
B3J 3A5 Canada

**Item No. 15.3.2**  
**Halifax Regional Council**  
**April 16, 2019**

**TO:** Mayor Savage and Members of Halifax Regional Council

Original Signed

**SUBMITTED BY:** \_\_\_\_\_  
Councillor Lorelei Nicoll, Chair, Transportation Standing Committee

**DATE:** March 28, 2019

**SUBJECT:** Addition of Candidate Routes to Active Transportation Priorities Plan: Willow Street Local Street Bikeway and Cole Harbour Open Space Plan Corridors

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**ORIGIN**

March 28, 2019 Transportation Standing Committee meeting, Item No. 12.1.1

**LEGISLATIVE AUTHORITY**

*Administrative Order 1, Respecting the Procedures of the Council, Schedule 7, Transportation Standing Committee Terms of Reference, section 7 (b):*

“The Transportation Standing Committee shall... promote and encourage the Municipality’s Active Transportation corridor initiatives which supports the overall Transportation Strategy as outlined in the Regional Plan.”

**RECOMMENDATION**

The Transportation Standing Committee recommends that Halifax Regional Council amend the Active Transportation Priorities Plan by designating the corridors related to the Willow Street Local Street Bikeway and the specified elements of the Cole Harbour Basin Open Space Plan as “candidate routes” in the Active Transportation Priorities Plan as described in the report dated January 8, 2018.

## **BACKGROUND**

A staff report dated January 8, 2018 pertaining to the addition of candidate routes related to the Willow Street Local Street Bikeway and the specified elements of the Cole Harbour Open Space Plan to the Active Transportation Priorities Plan was before the Transportation Standing Committee for consideration at its March 28, 2019 meeting.

For further information, please refer to the attached staff report dated January 8, 2018.

## **DISCUSSION**

The Transportation Standing Committee reviewed the January 8, 2018 staff report at its meeting held on March 28, 2019 and forwarded the recommendation to Halifax Regional Council as outlined in this report.

## **FINANCIAL IMPLICATIONS**

As outlined in the attached staff report dated January 8, 2018.

## **RISK CONSIDERATION**

As outlined in the attached staff report dated January 8, 2018.

## **COMMUNITY ENGAGEMENT**

The Transportation Standing Committee meetings are open to public attendance, a live webcast is provided of the meeting, and members of the public are invited to address the Committee for up to five minutes at the end of each meeting during the Public Participation portion of the meeting. The agenda, reports, video, and minutes of the Transportation Standing Committee are posted on Halifax.ca.

## **ENVIRONMENTAL IMPLICATIONS**

As outlined in the attached staff report dated January 8, 2018.

## **ALTERNATIVES**

The Transportation Standing Committee did not discuss alternative recommendations.

## **ATTACHMENTS**

1. Staff report dated January 8, 2018.

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A copy of this report can be obtained online at [halifax.ca](http://halifax.ca) or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Phoebe Rai, Legislative Assistant, 902.490.6517.

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P.O. Box 1749  
Halifax, Nova Scotia  
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**Item No. 12.1.1**  
**Transportation Standing Committee**  
**March 28, 2019**

**TO:** Chair and Members of Transportation Standing Committee

**SUBMITTED BY:** **ORIGINAL SIGNED**  
\_\_\_\_\_  
Brad Anguish, P. Eng., Director, Transportation and Public Works  
**ORIGINAL SIGNED**  
\_\_\_\_\_  
Jacques Dubé, Chief Administrative Officer

**DATE:** January 8, 2018

**SUBJECT:** **Addition of Candidate Routes to Active Transportation Priorities Plan:  
Willow Street Local Street Bikeway and Cole Harbour Open Space Plan  
Corridors**

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**ORIGIN**

2017-06-20 THAT Halifax Regional Council: 1. Request a staff report on adding a new corridor connecting candidate Local Street Bikeway routes Charles Street to Allan/Oak Street, as presented at the September 15, 2016 meeting of the Active Transportation Advisory Committee to the Active Transportation Priorities Plan; and 2. That the requested staff report also include the addition of any and all Active Transportation candidate routes identified in the Cole Harbour Basin Open Space Plan to the Active Transportation Priorities Plan.

Cole Harbour Basin Open Space Plan, Adopted by Halifax Regional Council December 10, 2013 (Item 11.4.1)

**LEGISLATIVE AUTHORITY**

Section 229(1) of the Halifax Regional Municipality Charter provides that:

A municipal planning strategy may include statements of policy with respect to any or all of the following:  
(b) the physical, economic and social environment of the Municipality;  
... (i) the provision of municipal services and facilities;  
... (q) any other matter relating to the physical, social or economic environment of the Municipality.

## **RECOMMENDATION**

It is recommended that the Transportation Standing Committee recommend that Regional Council amend the Active Transportation Priorities Plan by designating the corridors related to the Willow Street Local Street Bikeway and the specified elements of Cole Harbour Basin Open Space Plan as “candidate routes” in the Active Transportation Priorities Plan as described in this report.

## **BACKGROUND**

*Making Connections: The 2014-19 Halifax Active Transportation Priorities Plan (AT Plan)* was approved by Regional Council in September 2014. The Plan describes the approach that the Municipality is using to build and connect walking and bicycling facilities. Maps 2A, B, and C of the Plan identify specific streets as candidate corridors for bike facilities (e.g. bike lane, local street bikeway, or bikeway desired-type to be determined) or AT greenways. These candidate corridors are then planned and implemented (subject to various factors) over the life of the Plan.

Since the AT Plan was approved in 2014, several new potential candidate routes have been identified through subsequent project planning and community planning processes. As a result, the corridors identified below in the “Discussion” section are recommended for addition to the AT Plan as candidate routes. This will enable them to be considered for AT infrastructure enhancements.

The addition of these corridors does not constitute approval to implement such facilities. Rather, the designations mean that the provision of pedestrian and bicycling facilities should be considered if action is taken to implement a capital project (e.g. road rehabilitation, new development, specific Council direction, other) or new land use development in the area. The AT Priorities Plan provides guidance on the ways which candidate routes can be implemented.

A key consideration on whether a project would be implemented is available budget for capital construction and then for ongoing operations and maintenance. Most of these projects would have to go through a functional study to determine alignment, facility-type and an assessment of the overall feasibility of construction. This planning would also establish cost estimates.

At the September 15, 2016 meeting of the Active Transportation Advisory Committee, there was a proposal to add a new corridor as a candidate route to the Active Transportation Priorities Plan (item 8.1 COMMITTEE MEMBERS, 8.1.1 Discussion – Willow Street Local-Street Bikeway Proposal). As per the minutes of that meeting:

*Mr. David Jackson brought this matter forward for a Committee discussion. He proposed that the Active Transportation Priorities Plan be amended to include a new corridor connecting candidate, Local Street Bikeway route Charles Street to Allan/Oak Streets. The new corridor would consist of a local-street bikeway starting at Charles Street heading north on Clifton, west on Willow, and South on Harvard ending at the 4-way stop at Allan/Oak. A short greenway would be built connecting Willow to Harvard (at Chebucto) through the Oxford Street School property.*

There was an error in the proposed route as “Allan/Oak” is supposed to be “Allan/Harvard”.

Following a discussion on the merits of the route, the committee passed the following motion:

MOVED by Councillor Outhit, seconded by Ms. Tompa:

*That the Active Transportation Standing Committee recommend the Transportation Standing Committee request a staff report with regard to adding a new corridor connecting candidate Local Street Bikeway routes Charles Street to Allan/Oak Street to the AT Priorities Plan, as presented to the Active Transportation Standing Committee meeting of September 15, 2016.*

The December 10, 2013 Halifax Regional Council report entitled “Final Draft Cole Harbour Basin Open Space Plan” (Item 11.4.1) seeks approval for the Plan and describes its key elements. The full plan is appended to the Staff report. The report states that:

*The purpose of the Cole Harbour Basin Open Space Plan is to adopt a more systematic and strategic approach to open space planning and development in the study area. The Plan originated from multiple public land investment and land-use planning issues and opportunities in the study area requiring Council direction and strategy. A better understanding of the impact of decisions on multiple municipal objectives including land-use planning, sustainability, community development and economic factors was needed.*

The Staff report further states that:

*This Plan will be used as a guiding policy and implementation framework for multiple departments and divisions across the HRM organization, to enable more coordinated and integrated decision-making.*

Several recommendations of the Cole Harbour Basin Open Space Plan (e.g. 12, 13, 15) related to the identification of Active Transportation corridors in the plan area and recommended new facilities. These are presented in the discussion section of this report with an update on progress and a recommendation on whether the measure should be added to the Active Transportation Priorities Plan.

## **DISCUSSION**

The corridors/projects described below are the recommended additions to the Active Transportation Priorities Plan as “candidate routes”. This will enable them to be considered for further walking and/or bicycling enhancements such as bike lanes, local street bikeways, multi-use pathways, or paved shoulder. Further prioritization and planning of these facilities would consider constructability and cost.

These routes are also supportive of the objectives of the Integrated Mobility Plan. Specifically, there is an objective of the AT section of the IMP to “Encourage walking and bicycling by building complete and connected networks that respond to the needs of urban, suburban and rural communities, for all ages and abilities.”

The corridors below are proposed to be added as one of the following categories as defined in the AT Priorities Plan:

- a) “Bikeway desired, facility-type to be determined”. This category of AT candidate route means that further planning is required to determine whether the facility would be a painted bike lane, paved shoulder, protected bike lane or multi-use pathway; or,
- b) “Regional AT Greenway Network Vision”. This category represents the envisioned municipal network of primarily off-road, multi-use pathway facilities for shared walking and bicycling. Candidate routes may refer to specific streets or publicly-owned corridors (e.g. former rail corridors), or, they may refer to a desired general alignment with further planning required to identify the specific corridor; or,
- c) “Local Street Bikeway”. This category of route provides designated routes for cyclists that are optimized for convenience, comfort, and connectivity for the broadest range of cycling abilities and ages. Motor vehicles and bicycles share the right-of-way on Local Street Bikeways. The lower motor vehicle speeds and volumes on local streets facilitate the safe sharing of the road and, depending on the characteristics of the route, traffic control features may be added to facilitate increased safety and convenience (e.g. traffic calming features such as speed humps, curb extensions or refuge medians).

Whether or not a proposed route should be added as candidate route is assessed on factors such as:

- Proximity to origins and destinations such as residential areas, employment destinations, parks, shopping, education, services;

- Relation to other existing or proposed routes to ensure connectivity and need; and,
- Existing Council direction.

Whether or not a candidate active transportation route would be selected for further functional planning, detailed design and construction, would depend on a prioritization process comparing all candidate routes. Factors such as cost, constructability, and integration opportunities would guide a decision on whether a candidate AT route is brought forward for further planning and implementation.

Willow Street Local Street Bikeway Route

The extent of the candidate route for the Willow Street Local Street Bikeway is: Clifton Street between Charles Street and Willow Street; Willow Street between Clifton and Oxford School Property; and Harvard Street between Chebucto Road and Harvard Street. This route is reflected in Attachment A.

Rationale for this recommendation is that this corridor provides connectivity to the approved Allan Street Local Street Bikeway, the Windsor Street bike lane and to the candidate local street bikeway in Charles Street. It connects to Oxford Elementary and Junior School. It also provides an option to connect through the mid-peninsula providing access to multiple destinations via quieter local streets.

Cole Harbour Basin Open Space Plan Active Transportation Elements

The following table presents the recommendations related to active transportation from the Cole Harbour Basin Open Space Plan. The table provides a status update on the recommendation and includes a recommendation on adding it to the AT Priorities Plan as a candidate route. The proposed new candidate routes are presented on maps in Attachment B.

| <b>Recommendation</b>   | <b>Status</b>  | <b>Recommendation on adding this to AT Priorities Plan as Candidate route.</b>  |
|---|--|---|
| <p><b>R12</b> Take measures to improve the following key corridors to increase connectivity and continuity within the open space network including:</p> <ul style="list-style-type: none"> <li>- Black Cultural Centre to Cole Harbour Heritage Provincial Park including crossing Main Street and retention of the Old Miller Road ROW.</li> </ul> | <p>The segment from the Black Cultural Centre to the Old Lawrencetown Road is already in the AT Plan.</p>  | <p>Extend this envisioned corridor from Old Lawrencetown Road to Cole Harbour Heritage Provincial Park. (segment #1 on Attachment B.</p>  |
| <ul style="list-style-type: none"> <li>- Cole Harbour Place to Cole Harbour Estuary including the Old Lawrencetown Road trail and crossing Cole Harbour Road</li> </ul>   | <p>The Old Lawrencetown Road Greenway has been completed and forms part of this corridor. The segment between Cole Harbour Place and the Old Lawrencetown Road Greenway is an envisioned Greenway in the AT Priorities Plan. How this connection could be made is unclear, but could include partial use of local streets.</p> | <p>Add segments of the following streets as candidate local street bikeways as illustrated on segment #2 on Attachment B)</p> <ul style="list-style-type: none"> <li>- Old Lawrencetown Road;</li> <li>- Hirandale Crescent;</li> <li>- Auburn Drive;</li> <li>- Sophia Crescent;</li> <li>- John Stewart Drive</li> <li>- Tamara Drive.</li> </ul> |

|   |  |   |
|---|--|---|
| <p>- Cole Harbour Place to Rainbow Haven Beach Park including the Trans Canada Trail through Forest Hills, crossing Cole Harbour Road, linking Bissett Lake Park, Cole Harbour Heritage Provincial Park and incorporating the Bissett Road right of way.</p>  | <p>Almost all of this area is part of the AT Priorities Plan and one segment is part of the Integrated Mobility Plan. The final major segment of the Bissett Greenway is under construction.</p>   | <p>Add a new envisioned greenway corridor from the intersection of the Shearwater Flyer Trail, Salt Marsh Trail and Cole Harbour Heritage Park Trails to Rainbow Haven Beach Park. (segment #3 on Attachment B)</p> |
| <p>- Cole Harbour Causeway and Salt Marsh Trail with emphasis on tidal flow and sea level rise</p>  | <p>Existing part of the AT network. HRM has supported the work of the Cole Harbour Parks and Trails Association to maintain and rehabilitate the causeway.</p>   |   |
| <p>- Colby Village South to Shearwater Flyer Trail</p>  |  | <p>Add a new envisioned greenway corridor from Cole Harbour South to Shearwater Flyer Trail (segment #4 on Attachment B)</p>  |
| <p>- Marine Drive Image Route along Bissett Road to Rainbow Haven and along Cole Harbour Road from Bissett Road to Ross Road – and along Lawrencetown Road from Ross Road to Flying Point</p>   | <p>All of these corridors are part of the AT Priorities Plan as envisioned Greenway corridors or are part of recommended additions to connect to Rainbow Haven Park above. Paved shoulders were added to a segment of one of these corridors in recent years.</p>  |   |
| <p>- Flying Point connection between Marine Drive Image Route and the Salt Marsh Trail</p>  | <p>Part of the AT Priorities Plan has an envisioned Greenway corridor.</p>   |   |
| <p><b>R13</b> Consider key active transportation connections and open space quality of the Cole Harbour Road commercial district as a means of improving the streetscape quality, safety and function of Cole Harbour Road as a multifunctional and welcoming street for pedestrians, cyclists, transit users, motorists, residents and visitors alike.</p> | <p>Cole Harbour Road between Bissett Road and the Intersection of Caldwell Road and Dorothea Drive is not currently a candidate route for bicycling in the AT Priorities Plan. This area does have sidewalks on both sides of the street. Given high vehicle volumes and intersection complexity, any bicycle facility would have to be separated or be a multi-use pathway.</p> | <p>Add the segment of Cole Harbour Road between Bissett Road and the Intersection of Caldwell Road and Dorothea Drive to the AT Priorities Plan as “Bikeway desired, facility-type to be determined”.</p>           |
| <p><b>R15</b> Complete streets improvements should be investigated for the following key</p>  | <p>- A pedestrian crossing was moved and a refuge median added on Cole Harbour Road</p>  | <p>These are projects that would not typically be specified in the AT Priorities Plan.</p>  |

|  |  |  |
|--|--|--|
| <p><i>road corridors, intersections and gateways:</i></p> <ul style="list-style-type: none"> <li>- Cole Harbour Road, Bissett Road, John Stewart Road intersection</li> <li>- Cole Harbour Road Corridor from Bissett to Ross Road</li> <li>- John Stewart Drive from Arklow to Cole Harbour Road</li> <li>- Forest Hills Parkway</li> <li>- Bissett Road, Salt Marsh Trail, Shearwater Flyer Trail intersection</li> <li>- Bissett Road from Cole Harbour Road to the Salt Marsh Trail intersection</li> </ul> <p><i>o Corridor gateways at:</i></p> <ul style="list-style-type: none"> <li>- Cole Harbour Road/Caldwell /Dorothea Drive intersection;</li> <li>- Ross Road/Cole Harbour Road / Lawrencetown Road /Old Lawrencetown Road /Little Salmon River intersection;</li> </ul> <p><i>o Bissett Road/Salt Marsh Trail/Shearwater Flyer Trail intersection</i></p> <p><i>o Marine Drive image route</i></p> | <p>at Bissett Road/John Stewart Dr.</p> <ul style="list-style-type: none"> <li>- Paved Shoulders were added to a segment of Lawrencetown Road from near Ross Road to Bissett Road.</li> <li>- A functional plan on how to improve AT facilities on Forest Hills Parkway was completed. Detailed design including a multi-use pathway (greenway) is underway for the full corridor and was extended for a portion of Cumberland Drive from Cole Harbour Road to Colby Drive.</li> <li>- Realignment and the addition of a Rectangular Rapid Flashing Beacon is being constructed at the Bissett Road/Salt Marsh Trail/Shearwater Flyer Trail intersection.</li> </ul> |  |
|--|--|--|

There are several other recommendations and policies related to Active Transportation in the Cole Harbour Basin Open Space Plan, however, these are not related to specific locations or candidate corridors.

**FINANCIAL IMPLICATIONS**

There are no direct financial implications associated with adding these corridors as candidate routes to the Active Transportation Priorities Plan. Future expenditures will be brought forward for consideration in the appropriate capital and/or operating budgets.

**RISK CONSIDERATION**

There are no risks associated with the recommendation in this report.

**COMMUNITY ENGAGEMENT**

The suggestion to add the Willow Street Local Street Bikeway route was from a community member on the Active Transportation Advisory Committee. There would need to be community engagement before this route could be constructed.

There was extensive community engagement associated with the Cole Harbour Basic Open Space Plan which is outlined in the Council Report.



### **ENVIRONMENTAL IMPLICATIONS**

There are no direct environmental implications. The potential future development of these corridors will make it safer and more convenient for residents to travel via sustainable modes.

### **ALTERNATIVES**

The Transportation Standing Committee may choose not to add some or any of these routes as candidate active transportation routes.

### **ATTACHMENTS**

Attachment A: Proposed Willow Street Local Street Bikeway

Attachment B: Incorporating Cole Harbour Basin Open Space Plan Active Transportation Elements to AT Priorities Plan.

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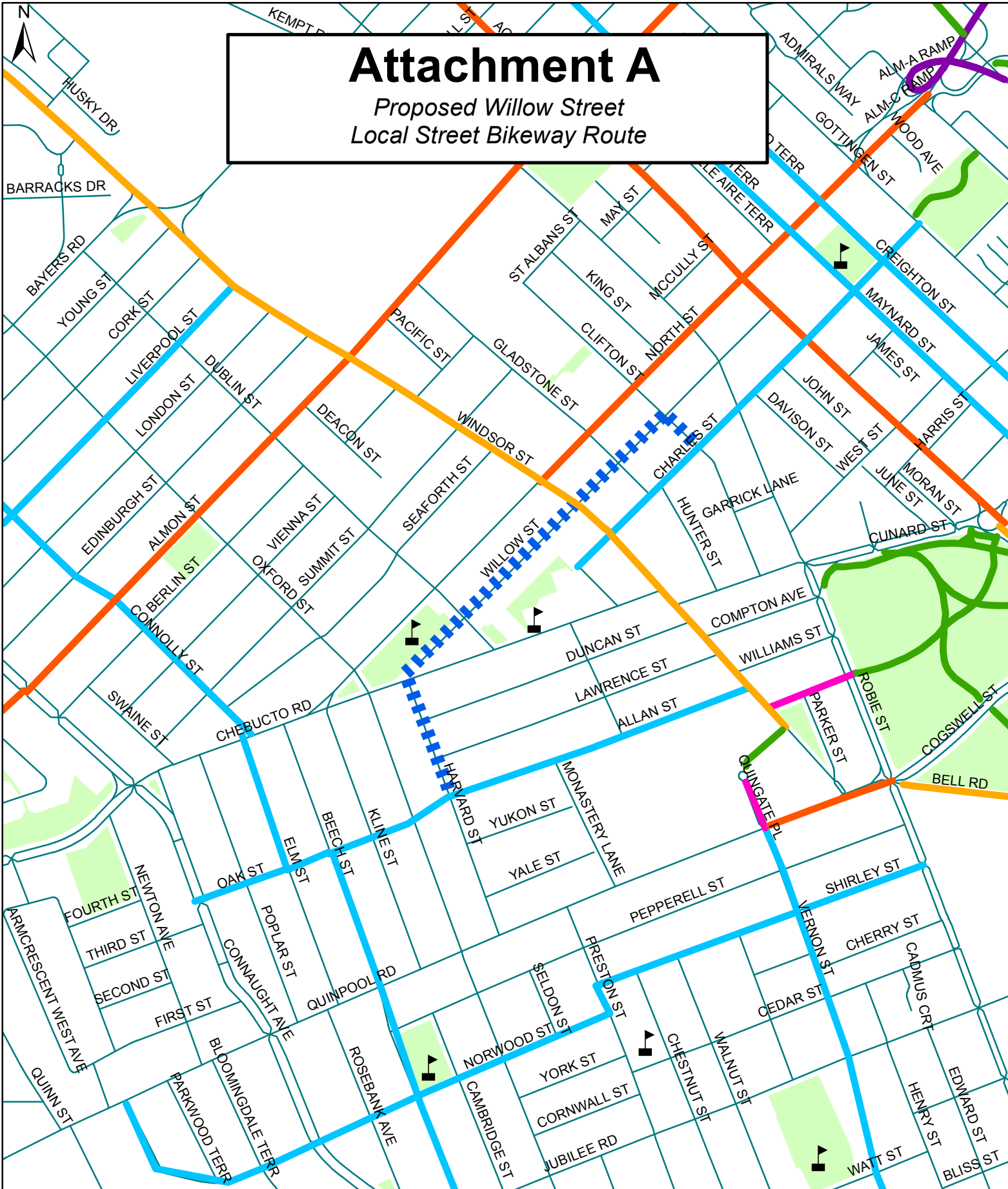
A copy of this report can be obtained online at [halifax.ca](http://halifax.ca) or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: David MacIsaac, Active Transportation Supervisor, 902.490.1665

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# Attachment A

## Proposed Willow Street Local Street Bikeway Route



### Existing Infrastructure AT Priorities Plan Routes

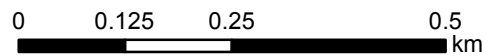
- Protected Bike Lane
- Candidate Bike Lane
- Painted Bike Lane
- Multi-Use Pathway
- Candidate Local Street Bikeway
- Candidate Bikeway Desired (TBD)

### Routes Proposed to be Added to AT Plan

- - - - Willow Street Local Street Bikeway

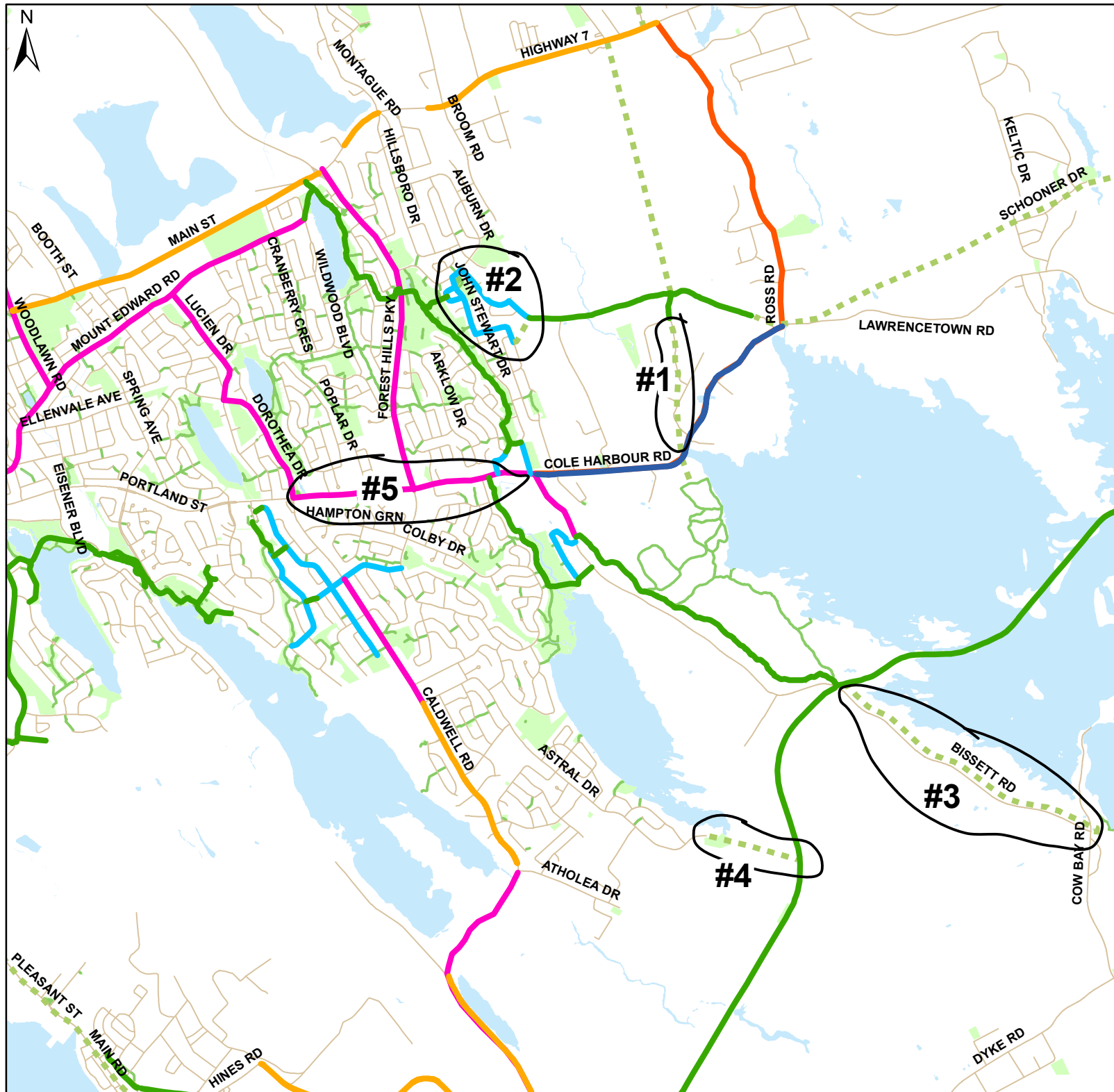
■ HRM Parkland

▲ Schools



# Attachment B

*Incorporating Cole Harbour  
Basin Open Space Plan  
Active Transportation Elements  
to AT Priorities Plan*



## Existing Infrastructure

- Multi-Use Pathway
- Painted Bike Lane
- Paved Shoulders

## AT Priorities Plan Routes

- Candidate Bike Lane
- Candidate Local Street Bikeway
- Candidate Bikeway Desired (TBD)
- Envisioned Greenway

## Other Features

- Walkway Network
- HRM Parkland
- Ocean

**##** Additions to AT Plan (See Report Table)

