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Item No. 13.1.3
Transportation Standing Committee
May 22, 2025

TO: Chair and Members of the Transportation Standing Committee
FROM: Brad Anguish, Commissioner of Operations
DATE: April 25, 2025
SUBJECT: Regional Centre "AAA" Bikeway Network Delivery Information Report

ORIGIN

Staff initiated report as requested by Councillor Sam Austin on February 20, 2025. The report discusses the Regional Center AAA Bikeway Network, providing an overview of the work completed to date, projected timelines to complete the network, implementation strategies and project risks.

EXECUTIVE SUMMARY

This report provides an overview of the "All Ages and Abilities" (AAA) bicycle network within the Regional Centre, as recommended in the Integrated Mobility Plan (IMP). AAA facilities in HRM range from separate cycling facilities to on street local bikeways, with the infrastructure chosen based on factors such as vehicular speed and volumes, operational uses and observed sources of bicycling distress. The report outlines the status, future plans, financial implications, and significant risks associated with the AAA Bicycle Network program for HRM as initially outlined in the IMP.

The proposed AAA bicycle network includes approximately 53 km of on-road, and off-road, bicycle facilities. As of March 2025, 29 km (54%) of the network has been built, with interim (tactical) solutions bringing the total to 36 km (60%).

Program risks include physical constraints such as land acquisition, utility relocations, new structures, and modifications of existing structures. Other risks include delays in decision-making, new and evolving urban design standards, new accessibility regulations, evaluation of tradeoffs, and project scope creep. To mitigate these risks, the program has been fully scheduled for delivery across 2025-2028, a stage gate checklist has been implemented to ensure design considerations are fully considered at each stage of development, and a comprehensive risk register has been developed for the program and for each project segment.

The total cost of the Regional Center AAA Program is \$93,000,000, with \$77,000,000 yet to be constructed. Cost estimates to complete the network are comprised of high-level estimates and include contingency factors appropriate to the stage of design. The original proposed cost for the program was \$25,000,000, with the Province and Federal Government contributing a maximum of \$20,832,500. HRM has billed \$9,932,953.56 or approximately 48% of eligible funding, leaving \$10,899,546 in available funding left to be claimed. HRM is required to fund the remaining costs of \$66,100,454, assuming full funding is recovered.

It is expected that funding from the agreement will be fully exhausted in 2026, however the agreement timeline extends to 2028. The Program team has applied for additional funding of \$5,160,000 (60% of the \$8,600,000 project costs) under the Housing, Infrastructure and Communities Canada (HICC) Active

Transportation Fund for the Peninsula South Project, University Avenue from Seymour Street to South Park Street and will continue to seek further funding opportunities as they arise.

RECOMMENDATION

It is recommended that the Transportation Standing Committee receive this report, and an accompanying staff presentation, as information.

BACKGROUND

The *Integrated Mobility Plan (IMP)*¹, approved by Regional Council in December 2017 recommended the creation of a regional center bikeway network, making cycling an appealing mode of transportation for short and medium length trips. The plan proposed the build out of the network using protected bike lanes, multi-use pathways and local street bikeways to create a network for “all ages and abilities” (AAA).

The AAA network recommended in the IMP includes 53km of cycling infrastructure, as shown in Figure 1.



Figure 1. Proposed Regional Center AAA Network

IMP Action 72 targeted the completion of the AAA network by 2022. To date, 36.78km, including interim and tactically installed infrastructure, have been built, completing approximately 60% of the network.

DISCUSSION

Implementation

In March 2020, HRM entered into a funding agreement through the Investing in Canada Infrastructure Program with the Province of Nova Scotia and the Government of Canada.

External project managers were initially hired to support this program. In 2021, Public Works (PW) recognized the need for specialized project managers dedicated to delivering the more complex projects

that were becoming more frequently required to be delivered for HRM. To support this initiative as well as to grow capacity, knowledge and accountability, a Project Management Office (PMO) in Public Works was established in 2024. The PMO has a dedicated manager, three program managers, including a dedicated AAA Program Manager and 5 full-time project managers.

The AAA segments remaining to be completed have all been scheduled to be designed and delivered before 2028, with a few exceptions that fall outside of the program's control. The remaining project segments have been assigned to one of the two delivery streams.

1) In-house design and construction: AAA projects with typical designs of medium or low complexity are designed in-house. Examples of segments designed in-house include Liverpool St. Phase 1, Isleville St. Phase 1 and 2, and Lower Water St. The AAA Program Manager monitors and reports on the project segments as they progress towards completion, measured against the program delivery schedule.

2) Projects managed by the PMO and designed by third parties: More complex segments are directly managed by a Project Manager from the PMO. In such cases, after the AT Team completes the Functional Plan, the project is transferred to the PMO team, who engage a consulting firm to develop the preliminary and detailed design. Examples of these kinds of projects include Dartmouth North segments, the Peninsula South project, and the MacDonald Bridge Connector. The AAA Program Manager reports on these segments in the manner described above.

A detailed list of segments and their planned design stages is attached in Attachment 1: AAA Program Implementation Status and Targets.

Community Engagement

The Integrated Mobility Plan was based on significant community and stakeholder engagement, and the functional planning for All Ages and Ability projects includes project-specific public engagement.

Project Risks:

Physical Constraints on the Corridor: Implementing an AAA facility often involves physical constraints that need to be addressed. These constraints can include the need for land acquisition, utility relocations, drainage, bus stop relocations, parking removals, impact to street trees, the relocation of retaining walls or other structures, traffic and bus route impacts, and the analysis and rerouting of truck and transit routes.

- **Land Acquisition:**
Bikeway projects often require the acquisition of property or easements. For instance, some segments of the Dartmouth Harbourfront Greenway necessitated negotiations with private property holders and entities like Canadian National Rail (CN). The timelines for these processes are uncertain and can be influenced by factors beyond the control of HRM.
- **Utility Relocations:**
Projects frequently require the relocation of existing overhead and underground utilities, including power and telecom poles and wires, underground services, and stormwater infrastructure. These utilities are managed by entities separate from HRM (Nova Scotia Power, Halifax Water, Bell, etc.), their separate timelines, staffing resources, and budget availability must be considered.
- **Bus Stop Relocations:**
In some cases, bus stops must be relocated to accommodate the new bikeway. This involves coordination with transit to ensure minimal disruption to public transportation services.
- **Parking or Business Patio Removals:**

The removal or relocation of parking spaces or business patios within the existing corridors is often required. This can impact local businesses and residents, necessitating careful planning and communication to manage expectations and mitigate negative effects (E.g. Brunswick St.)

- Construction or Relocation of Retaining Walls and Other Structures:
Some segments of the bike lanes require the construction or relocation of significant structures such as bridges and retaining walls. Examples include the Macdonald Bridge Flyover, the possible Africville CN Track Crossing bridge, and the relocation of retaining walls at Alderney Drive and Dartmouth Harbour at Old Ferry Road. Additionally, there may be a need for the analysis and adaptation of existing bridges to accommodate new bike lanes, and the installation of traffic barriers at locations not originally designed for them (e.g., Bayers Rd. CN crossing at Pennington St.). If the infrastructure is not owned by HRM, further impacts to schedule and cost can be expected.
- New Bicycle Phasing in Existing Traffic Signals:
Bicycle phasing can be required at signalized intersections to ensure the safety and efficiency of the bikeway. This requires detailed traffic analysis and coordination with Traffic Management to integrate the new phasing into the existing traffic signal system. With the adoption of bicycle specific traffic signals into provincial legislation in 2021, cycling facilities have become less difficult to safely incorporate at signalized intersections.
- Analysis and Rerouting of Truck and Transit Routes:
The change in existing corridor use can require analyzing and rerouting truck and transit routes (e.g. Morris St.)
- Internal and External Stakeholder Coordination:
Coordination with internal business units and external stakeholders to acquire additional space within existing corridors. This includes managing trade-offs such as parking space relocation or removal, bus stop relocations, and tree removals, etc.

Integration with other Projects: several segments are integrated into or dependent upon the timelines and deliverables of other significant municipal projects. This interdependence is outside of the control of the PMO and AAA Program Manager and several are currently scheduled to be delivered outside of the timeframe of 2028. The Africville AT connections is such a project.

Cost Increases: The initial program cost estimates are from 2020, as with all aspects of life the cost of the AAA program has increased significantly since that time. Factors including project complexity, inflation, labour shortages etc. are all contributing factors. The current estimate to complete the remaining segments of the AAA network is \$77,000,000. The funding agreement sets out a maximum contribution from other levels of government of \$20,832,500, of which \$10,899,546 is remaining. That requires the Municipality to fund the remaining difference of \$66,100,454.

FINANCIAL IMPLICATIONS

The below table documents the program expenditures to date and provides estimates of funding required to complete the remaining project segments through their build out years. Total funding through the Investing in Canada Infrastructure Program is expected to be approximately \$20.6M at the end of fiscal 2025-26. The Capital funding for the AAA program is included in the approved 25/26 Multi-year Capital Budget.

Table 1. AAA Funding summary

	Federal Funding	Provincial Funding	Municipal Funding	Total Program Cost
Total program cost to date of March 31, 2025	\$ 7,482,500*	\$ 4,987,835*	\$ 3,345,836	\$ 15,816,171
Fiscal Year 2025-26	\$ 4,885,000	\$ 3,224,100	\$ 1,660,900	\$ 9,770,000
Fiscal Year 2026-27			\$ 15,325,647	\$ 15,325,647
Fiscal Year 2027-28			\$ 17,794,000	\$ 17,794,000
Fiscal Year 2028-29			\$ 24,370,138	\$ 24,370,138
Fiscal Year 2029-30 & later			\$ 9,730,000	\$ 9,730,000
Total program cost	\$ 12,367,500	\$ 8,211,935	\$ 72,226,521	\$ 92,805,956

* Final numbers may vary. This figure includes an estimate for claim #7 which has not yet been received.

LEGISLATIVE AUTHORITY

Administrative Order Number One, the Procedures of the Council Administrative Order

Schedule 7 Transportation Standing Committee Terms of Reference

12. Pursuant to clause 20(1)(c) of the HRM Charter, the Council delegates the power to direct staff to prepare reports to this Standing Committees provided that:

(a) the topic of the report is consistent with the mandate of the Standing Committee as expressed in the Committee’s terms of reference approved by the Council; and

(b) the topic of the report is consistent with the Council’s approved strategic priorities, budgets and policies.

ATTACHMENTS

Attachment 1 - Table – 1: AAA Program Plan and Status

Attachment 2 - IMP Regional Center AAA Network Map

Report Prepared by: Robyn Homans/ Manager Project Management/ Design & Construction /902.717.6495

Attachment 1 - Table 1: Implementation Status and Targets for Regional Centre 'AAA' Bicycle Network

Projected Construction Season and 2025 Status PC: Planned construction season CC: Construction completed CO: Construction ongoing D: Preliminary or Detailed Design FP: Functional Plan TBD: Scope to be defined before FP															
Project Name	Proposed Facility Type	Approximate Length (km)	2017 Baseline	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029+
Macdonald Bridge Bikeway	Permanent - Protected	1.7	CC												
Dartmouth Harbourfront Greenway	Permanent - MUP	6.4	CC												
Lake Banook-Shubie Greenway	Permanent - MUP	3.6	CC												
Mount Hope Avenue	Permanent - MUP	1.8		CC											
Ahern Avenue	Permanent - MUP	0.5		CC											
Sexton Campus Bikeway	Permanent - MUP	0.27		CC											
South Park Street Bike Lanes	Tactical- Semi-permanent - Protected	0.93			CC										
Barrington Street MUP	Permanent - MUP	0.64			CC										
Vernon Street LSB	Permanent - LSB	0.84			CC										
Allan Street LSB	Permanent - LSB	0.56			CC										
South Park Street Bike Lanes	Permanent - Protected	0.24				CC									
Hollis Street Bike Lanes	Tactical- Semi-permanent - Protected	1.1				CC									
Penhorn MUP	Permanent - MUP	0.55				CC									
Rainnee Tactical Bike Lane	Tactical- Semi-permanent - Protected	0.2				CC									
Lower Water Tactical Bike Lane	Tactical - Interim - Protected	1				CC									
Bayers Road MUP	Permanent - MUP	0.6				CC									
Wyse Road Bike Lanes	Tactical- Semi-permanent - Protected	1.58					CC								
Nantucket Avenue MUP	Permanent - MUP	0.08					CC								
Dahlia Street LSB	Permanent - MUP	0.25					CC								
Sullivan's Pond MUP	Permanent - MUP	0.1					CC								
Oxford Allan Oak Intersection LSB	Permanent - LSB	0.15					CC								
Leaman Street LSB	Permanent - LSB	0.52					CC								
Joseph Howe Intersection MUP	Permanent - MUP	0.05						CC							
Highway 102 MUP	Permanent - MUP	0.1						CC							
Elliott Street - Ralston Avenue LSB	Tactical - Interim - LSB	0.7						CC							
Dahlia Street LSB	Permanent - LSB	0.25						CC							
Cogswell Tactical MUP	Tactical - MUP	0.9						CC							
Slayter Street LSB	Tactical - Interim - LSB	1.3							CC						
Devonshire Avenue Bike Lanes	Tactical- Semi-permanent - Protected	1.1							CC						
Liverpool & George Dauphinee Street LSB	Tactical - Interim - LSB	1.2							CC						
Bell Road Bike Lanes	Tactical - Interim - Protected	0.8							CC						
Penhorn Greenway Phase II	Permanent - MUP	0.4							CC						

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Project Name	Proposed Facility Type	Approximate Length (km)	2017 Baseline	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029+
Terminal Road Bike Lanes	Tactical- Semi-permanent - Protected	0.25							CC						
Hollis Street Bike Lanes (EXT)	Tactical- Semi-permanent - Protected	0.4							CC						
Iselville Street LSB	Tactical - Interim - LSB	1.2							CC						
Fuller - Maynard Street LSB	Tactical - Interim - LSB	1.1							CC						
Northwood - Creighton Street LSB	Tactical - Interim - LSB	1.1							CC						
Almon Street protected bike lanes	Permanent - Protected	0.6								CO	CO				
Isleville Local Street Bikeway	Permanent - LSB	0.8								CO	CO				
Liverpool Local Street Bikeway	Permanent - LSB	0.25								CC					
Cogswell District Water St.	Permanent - Protected	0.43								CO	CO				
Cogswell Distrct Cogswell	Permanent - Protected	0.24								CO	CO				
Dartmouth Harbour (from Parker to Old Ferry)	Permanent - MUP	0.13								D	PC				
Farrell St and Park (Dartmouth North AAA)	Permanent - MUP	0.76								D	PC				
Lower Water Multi Modal	Permanent - Protected	1.1								D	PC				
Brunswick Multi Modal	Permanent - Protected	0.89								D	PC				
Isleville - Phase 2 - LSB	Permanent - LSB	0.47								D	PC				
George Dauphinee - Peter Lowe - William Hunt - Leppert (West End AAA)	Permanent - LSB	1								D	PC				
Allan LSB Phase 3 - Tactical	Tactical- Semi-permanent - Protected	0								D	PC				
Slayter St. LSB	Permanent - LSB	1.45								FP	D	PC			
University Avenue Phase 1	Permanent - Protected	0.36								FP	D	PC			
North End AAA (Isleville/Kaye/Young and Isleville/Almon Intersections)	Permanent - LSB	0								FP	D	PC			
Welsford Bikeway	Permanent - Protected	0.15								FP	D	PC			
Windsor Street	Permanent - Protected	2.8								FP	D	PC			
William Hunt - Mumford - Intersection	Permanent - LSB	0									D	PC			
North End - Novalea MUP	Permanent - MUP	0.57									D	PC			
Victoria Rd	Permanent - Protected	0.6									D	PC			
Liverpool AAA Phase 2 - LSB	Permanent - LSB	0.45									D	PC			
Liverpool AAA Windsor Intersection (jughandle)	Permanent - LSB	0									D	PC			
Cartaret Street/Oakland Rd. LSB	Permanent - LSB	1.15									D	PC			
Canal Greenway/ Sawmill Creek	Permanent - Protected	0.43									D	PC			
Halifax Commons (Midtown AAA)	Permanent - MUP	0.76								FP	FP	D	PC		
Dartmouth Harbourfront (Kings Wharf to Prince/Alderney Landing)	Permanent - MUP	0.1										D	PC		
Harris Road LSB	Permanent - LSB	1.3									FP	D	PC		
George Street	Permanent - Protected	0.2										D	PC		

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Project Name	Proposed Facility Type	Approximate Length (km)	2017 Baseline	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029+
University Avenue - Phase 2	Permanent - Protected	0.59									D	D	PC		
Charles Street - Phase 1	Permanent - LSB	0.29									FP	D	PC		
Bayers Road over CN Rail - MUP	Permanent - MUP	0.23									FP	D	PC		
Nora Bernard	Permanent - LSB	0.54									FP	D	PC		
Northwood - Creighton - LSB	Permanent - LSB	1.4									FP	D	PC		
Highfield Park Dr - Phase 1	Permanent - Protected	0.77									D	D	PC		
Duffus and Duffus / Isleville intersection improvements	Permanent - Protected	0.13										D	PC		
Thistle to Alderney Landing	Permanent - MUP	0.58									FP	FP	D	PC	
Morris Street	Permanent - Protected	0.82									D	D	D	PC	
Macdonald Bridge Bikeway Connection	Permanent - Protected	0.39									FP	D	PC	PC	
Fuller-Maynard - LSB	Permanent - LSB	1.35									FP	D		PC	
Charles Street - Phase 2	Permanent - LSB	0.49									FP	D		PC	
Highfield Park Dr - Phase 2	Permanent - Protected	0.5									D	D		PC	
Quingate-Vernon	Permanent - Protected	0.28								FP			D	PC	
Bell Road	Permanent - Protected	0.48								FP			D	PC	
Cogswell	Permanent - Protected	0.5									TBD	FP	D	PC	
Devonshire/Barrington intersection AAA improvements	Permanent - Protected	0									TBD	FP	D	PC	
Woodside Ferry Terminal to Pleasant St. - MUP	Permanent - MUP	0.22									TBD	FP	D	PC	
Africville AT Connections / Barrington St.															PC
Total		61.01													

Total Completed

