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Item No. 11.1.7
Halifax Regional Council
June 23, 2015

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY: Original signed by

Richard Butts, Chief Administrative Officer

Original Signed by

Mike Labrecque, Deputy Chief Administrative Officer

DATE: June 1, 2015

SUBJECT: Hollis Street Bicycle Lane

ORIGIN

When making decisions about potential trade-offs needed to establish bicycle lanes in the Regional Centre, recommendation #23 of the Halifax Active Transportation Priorities Plan 2014-2019 states there should be:

1. More detailed review of each corridor under criteria listed in Appendix E;
2. Public engagement; and
3. Regional Council approval.

LEGISLATIVE AUTHORITY

HRM Charter section 79(1) Power to expend money: The Council may expend money required by the Municipality for… (aa) streets, culverts, retaining walls, sidewalks, curbs and gutters;

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

Section 90 of the Motor Vehicle Act authorizes the Traffic Authority to mark lanes on a street and control their use.

RECOMMENDATION

It is recommended that Halifax Regional Council approve the installation of a 1.0 km bicycle lane on Hollis Street from the Cogswell Ramp to Terminal Road, as described in this report.

BACKGROUND

Hollis Street has been identified as a candidate route for the addition of bicycle lanes in both the 2001 *Blueprint for a Bicycle-Friendly Halifax* and the *2006 Active Transportation Functional Plan*. It is also identified as a candidate route in the *2014-19 Active Transportation Priorities Plan* (AT Plan). The development of bicycle lanes downtown, in Halifax's main employment district, is seen as essential to meeting Municipal Planning Strategy objectives to increase the number of residents who commute to work by bicycle.

The Downtown Halifax Secondary Municipal Planning Strategy (DHSMPS) includes objectives to place a much greater emphasis on walking, cycling and transit in the downtown. Policy #71 of the plan is to implement the *Downtown Street Network Plan*, the majority of which was implemented in the fall of 2011 and resulted in the conversion of several streets that were previously two-way streets (either in all or in part) into one-way streets. The changes improved the organization of one-way street patterns while simultaneously generating enough on-street parking that the addition of bicycle lanes on Hollis and Lower Water Streets could be accomplished without significantly impacting on-street parking supply. The network changes to date have resulted in an estimated 110 additional on-street parking spaces (Attachment #1) and the installation of a bicycle lane along part of Lower Water Street. The Hollis Street bicycle lane is the final element of this project.

DISCUSSION

Detailed planning and community engagement for the Hollis Street bicycle lane began in 2013 and considered a range of criteria as set out in Appendix E of the AT Plan (Attachment #2).

The initial design for the Hollis Street bicycle lane was for a conventional, 1.5m right side bicycle lane from the base of the Cogswell ramp to Terminal Road. This proposal also included 24 hour stopping restrictions along the bicycle lane because of concerns that commercial loading would frequently block the bicycle lane. While the NS Motor Vehicle Act prohibits parking in a bicycle lane, stops to load and unload passengers and goods are permitted, unless signed otherwise.

After public engagement carried out in June 2014 and further staff review, a decision was made to add a 0.6m 'buffer' area between the bicycle and vehicle lanes (a hatched, painted area to increase the 'shy' distance between the bicycle lane and traffic) and to shift the bicycle lane from the **right** (west) side of the street, to the **left** (east) side. This is the current proposal, as depicted in Attachment #3. Full plans are available on *Shape Your City* online, under the "documents" tab (http://shapeyourcityhalifax.ca/hollis-street-bicycle-lane). Even though it is on the left side, the lane is still intended for southbound travel as all of the signs, signals, and pavement markings will be oriented for this direction.

Based on concerns from abutting property owners, and observations that existing cycle traffic dropped sharply after 9 am, the proposed stopping restrictions in the bicycle lane were scaled back from "no stopping anytime" to "no stopping 7-9 am and 4-6 pm". Finally the initial design was modified to include a new stop sign on Hollis Street southbound at Terminal Road.

The revised proposal was shared with abutters and the public during additional public engagement carried out in April 2015.

Rationale for Left Side Bicycle Lane

Key factors leading to the recommendation to install the bicycle lane on the left side of the street included:

- Vehicle drivers and particularly truck drivers have better visibility and a smaller blind spot on their left side (driver side).

- Fewer changes to daytime parking and loading than the right side.

- Shifting the bicycle lane to the left side eliminates the need to relocate eight accessible parking spaces on the right side of the street.

- Shifting the bicycle lane to the left side minimizes conflicts between people in the bicycle lane and transit and tour bus stops that are on the right side of the street.

- While new to Halifax, bicycle lanes on the left side of one way streets exist in many other jurisdictions because of the safety benefits described above.

- If the bicycle lane was on the right hand side, there were no simple options to maintain a loading zone for taxis, buses and cars accessing the Four Points Sheraton on the right side of the street. While there is another hotel on the left side of the street (The Hollis), there is a layby cut into the curb in front of that establishment, which accommodates two vehicles.

Impact on Parking

Installation of a bicycle lane on Hollis Street requires changes to on-street parking (Attachment #3). Staff aimed to ensure that any on-street parking to be removed had been replaced on other nearby streets during the 2011 implementation of the *Downtown Street Network Plan*, or that there was sufficient excess capacity in the area. Numbers of parking spaces are estimates based on an average stall length of 6m where meters are not present. Specific changes related to on-street parking that will result from implementing the bicycle lane include:

- From Cogswell to Terminal Road, **daytime** parking spaces will be reduced on Hollis Street by approximately 20 spaces. The 2011 *Downtown Street Network Plan* generated about 110 new parking spaces downtown so far (Attachment #1). If the Hollis Street bicycle lane is installed, there will remain **net gain** of about 90 **daytime** parking spaces downtown overall.

- **Evening/ weekend** parking spaces will be reduced by approximately 90 spaces. If the Hollis Street bicycle lane is installed, there will remain a **net gain** of about 20 spaces downtown overall, considering the 110 new spaces generated in 2011 from the *Downtown Street Network Plan.* Furthermore nearby evening/ weekend parking is readily available in various parking garages and surface parking lots. As noted above, Metro Park occupancy averages about 30% during evenings and weekends.

- All 20 of the **daytime** spaces lost due to the bicycle lane are in the two blocks between Salter and Morris Street. Most of the spaces gained in 2011 from implementation of the *Downtown Street Network Plan* were on southern end of Lower Water Street including 29 spaces gained between Salter and Morris Street.

- There was a particular issue raised in public engagement regarding the loss of 5 metered and 6 two-hour spaces between Salter and Bishop Streets. Staff is proposing to further mitigate this loss with three additional metered spaces on the right side of the street in this block, and will continue to explore the possibility of additional spaces on Salter between Barrington and Hollis. This section is also adjacent to the Metro Park facility which reports average occupancies of approximately 70% during weekdays and 30% during evenings and weekends.

- Between Cogswell and Salter Street there is currently no daytime parking on the left side of the street, and loading is already restricted during the peak hours.

- Most parking meters on the right (west) side of the street will remain and some will be added. North of Salter Street, parking at meters will be restricted from 7-9am & 4-6pm to allow for an additional vehicle travel lane during peak travel times.

- No accessible parking spaces will be significantly affected (with the exception of the peak hour restriction noted above). All the existing accessible parking is on the right side of the street.

- An additional 8 all day parking spaces on the right side of the street also need to be removed around the intersection with Sackville Street to accommodate the diversion of the bicycle lane around temporary construction hoarding in the street for the development of a multi-unit residential building (The *Maple*).

- From Morris Street to Terminal Road, parking, stopping and loading will be virtually unchanged on both sides of the street (the street is wider on this block).

New Stop Sign at Terminal Road

- The new stop sign southbound on Hollis at Terminal Road is being proposed to bring the intersection into conformance with national standards. The current configuration with a stop sign on two sides of T-intersection is very unusual and generates many complaints from residents. The new stop sign means that all vehicles will be slowing down to stop, making it easier for people riding bicycles to merge and transition away from the left side bicycle lane which will end just before Terminal Road.

Off Peak Loading in the Bicycle Lane

Nova Scotia law restricts parking in bicycle lanes but permits stops to drop off/ pick up passengers or load/ unload goods, unless signed otherwise. Based on observations that cycle traffic dropped after 9am, and feedback from abutting property owners that being able to load on both sides of the street was important, Halifax staff are proposing a balanced approach that restricts stopping when cycle & motor vehicle traffic is heaviest, and allows stopping in the bicycle lane when cycle and motor traffic is lighter:

- Short stops to permit the loading/ unloading of passengers and goods will be allowed outside of peak traffic hours, i.e. there will be no-stopping between 7-9am and 4-6pm.

- If the limited stopping controls proposed for the bicycle lane (no stopping 7-9am/4-6pm) result in excessive blockage of the bicycle lane and/ or cycle demand increases beyond these times the stopping controls could be revisited in the future at which time alternative locations for loading would also need to be identified.

- There was a particular concern about how moving trucks servicing multi-unit buildings would be impacted. This concern related to both options for the bicycle lane as there are apartment buildings on both sides of the street. This matter was reviewed with the building managers and with Halifax Regional Police, and from an enforcement perspective such loading/unloading operations could continue outside of the “no stopping” periods between 7-9am & 4-6pm.

Protected Bicycle Lanes

- Protected bicycle lanes are exclusive bicycle facilities that physically separate people on bicycles from motor traffic and also from pedestrians. The 2014 Active Transportation Priorities Plan (AT Plan) recognizes the importance of protected bicycle lanes because they appeal to people who don’t feel comfortable riding a bicycle in mixed traffic and have been shown in other cities to significantly increase the mode share of bicycling. Because increasing the AT mode share is one of the central goals of the AT Plan, recommendation #17 states “The municipality should consider

protected bicycle lanes where ever there are candidate bicycle routes on Maps 2A, B, & C…".

- Physical separation was considered in this case but will not be recommended at this time because vehicles will be allowed to pull over to the left curb and stop briefly in the bicycle lane in the off-peak hours (outside of 7-9am and 4-6pm). However, Council could still consider making it a protected facility in the future.

Connections to the Bicycle Lane

The 2014 AT Priorities Plan identified a proposed network for bicycle facilities and stressed the importance of making connections in order to make the network functional.

- To this end staff had initially contemplated a short contra-flow bicycle facility on Upper Water Street in front of the Marriot (currently one-way northbound) to form a connection for people riding from the north end and the Macdonald Bridge along the Barrington Greenway trail and heading to Hollis Street via Upper Water Street.

- This element of the proposal remains under review at this time and will not be included with the current tender. Staff will continue to explore options for a short-term connection to the Barrington Greenway.

- The long term goal is to establish a strong connection between the Barrington Greenway trail and the Hollis and Lower Water Bicycle lanes with the redevelopment of the Cogswell Interchange.

Other Elements of the Proposal

- The crosswalk over Hollis at the bottom of South Street will be replaced by a new crosswalk at Terminal Road (just 25m north of existing) at the new 3-way stop.

- Pedestrian curb ramps will be improved at University/ Morris.

- Surface improvements will be carried out where needed to improve the riding surface on the left side of the street and one catch basin cover with grills parallel to the direction of travel (not "bike friendly") will be replaced.

- Intersections on the corridor will be repaved where needed to improve the travel surface for all road users.

- The traffic signals on Hollis have already been adjusted to provide a continuous "green wave" for vehicles traveling 30km/h. This means that a vehicle starting at a fresh green light at Duke Street will get a green light at the remaining traffic signals on Hollis Street if they can average 30km/h. While this may require a little effort, this speed is completely achievable on a bicycle.

Education and Awareness

- The introduction of the bicycle lane will be accompanied by the dissemination of information for all road users about particular features of the bicycle lane, including:

    - Tips for safe operation of the road for all road users;
    - Education on particular features of the bicycle lane such as how to access it, how to transition back to the right side of the street between Morris St. and Terminal Rd. and how to make right turns.

Monitoring and Future Enhancements

Hollis Street will be due for pavement resurfacing in the next two to four years. In the interim, there will be an opportunity to monitor how the street operates with the bicycle lane, and to make adjustments, if needed, in the future.

FINANCIAL IMPLICATIONS

Funding for this project in the amount of $175,000 has been approved in the 2015/16 capital budget under Project Number CTU00420.

COMMUNITY ENGAGEMENT

In 2010 there were open houses held for the Downtown Street Network Changes project that introduced the concept of bicycle lanes on Hollis Street. As the Hollis Street project progressed, there were two more rounds of public and stakeholder engagement, beginning in 2014.

Project details of the initial design for the right side bicycle lane were posted online to Shape Your City (SYC) Halifax (http://shapeyourcityhalifax.ca/hollis-street-bicycle-lane) on June 19 2014. The site was viewed 5,558 times and 655 visitors clicked pages on the site for further information. Only 13 visitors responded to a survey or asked a question.

Two public open houses were held on Thursday, June 26, 2014, from 12-2 pm and 4-6 pm at the Art Gallery of Nova Scotia with about 50 people attending. The online information and open houses were publicized via advertisements in the Metro and the Coast; a press release; a mail-out to abutters; hand delivered notices to street level abutters; and emails to the members of the Downtown Halifax Business Commission and Active Transportation Advisory Committee. A notice of the meeting was posted to the Halifax Bike Week Facebook page and also tweeted by Corporate Communications.

A total of 26 individuals submitted comments either online or at the open houses. At the end of July 2014, a document was posted back to the Shape Your City website summarizing the comments received and identifying next steps to be taken (Attachment #4). The key feedback included:

- General support for the bicycle lane. Even abutters with specific concerns about loading and parking wanted to be clear that they did not oppose the project.
- Specific concerns about loading at NSCAD and the Four Points Sheraton;
- Specific concerns about moving trucks from the residential block between Bishop and Morris;
- Suggestions on how the bicycle lane could be improved;
- General concerns about relocating accessible parking;
- Concerns about 24 hour restrictions on loading in the bicycle lane.

As mentioned previously, following the June 2014 public and stakeholder engagement, the design went back to the drawing board to try to address some of the comments received. That process resulted in the proposal before Council now.

Two additional open houses were then held to share the revised proposal with the public and stakeholders on April 30 2015, from 12-2pm and 4-6pm at the offices of the Downtown Halifax Business Commission storefront at 1546 Barrington Street. The revised proposal and a new FAQ were posted to the Shape Your City website. The online information and open houses were publicized via ads in the Metro and the Coast; a press release; a mail-out to abutters and occupants; and via email to members of the Downtown Halifax Business Commission and Active Transportation Advisory Committee.

The SYC site received 562 additional views, with 256 visitors clicking pages on the site for further information and 2 questions asked. When including the open houses, a total of 23 individuals commented on the proposal. Staff also engaged in a number of one-on-one meetings and phone calls with abutters to discuss the proposal and specific issues. A summary of comments and concerns raised during this round of community engagement is included in Attachment #5 and key feedback included:

- General support for the bicycle lane.
- Specific concerns that the lost daytime on-street parking on the left side of the street between Salter and Morris Street would increase the perception that it is difficult to park near a number of small businesses on this block.
- Concerns about loading spaces for The Hollis hotel (formerly the Radisson), but an understanding that the bicycle lane will contain the same stopping controls as already in place.
- Concerns about impact on traffic flow.
- General concerns about a bicycle lane on the left side of the street (how to make right turns, how to transition back to the right side of the street at the end of the bike lane).

ENVIRONMENTAL IMPLICATIONS

Improving access to the central business district for people on bicycles has the potential to increase the number of people who ride a bicycle for the purposes of commuter transportation. The provision of a bicycle network will provide residents with mobility options which their minimize impact on the environment.

ALTERNATIVES

Council could recommend to not to approve the bicycle lane. This is not recommended for the reasons contained in this report.

ATTACHMENTS

Attachment #1: Downtown Street Network Plan - On-Street Parking Gained (2011)
Attachment #2: Evaluation of Hollis Street Bicycle Lane
Attachment #3: Hollis Street Bicycle Lane – Graphic Overview
Attachment #4: Summary of Comments/ Concerns from Public Engagement in June 2014
Attachment #5: Summary of Comments/ Concerns from Public Engagement in April 2015

A copy of this report can be obtained online at http://www.halifax.ca/council/agendasc/cagenda.php then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 902.490.4210, or Fax 902.490.4208.

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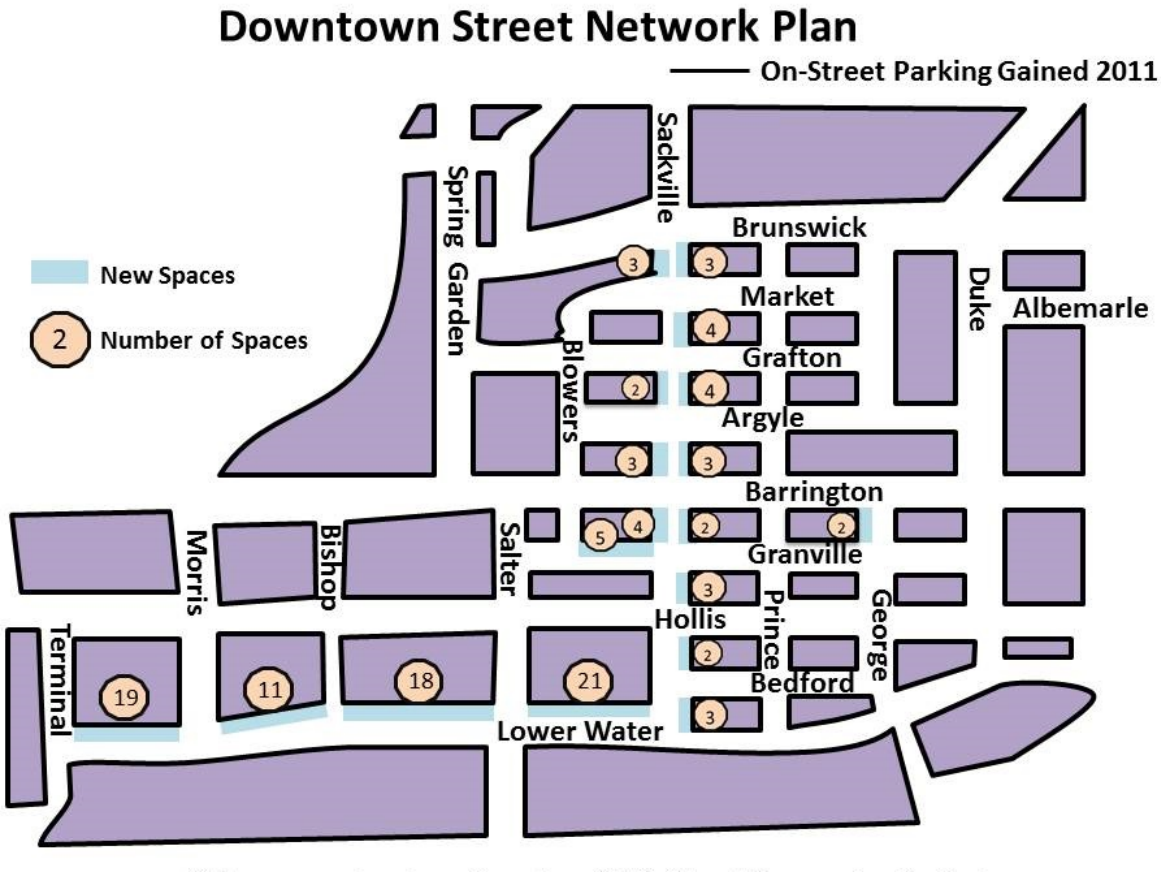
Attachment #1: Downtown Street Network Plan - On-Street Parking Gained (2011)



110 new on-street spaces since 2011 Street Conversion Project

Attachment #2: Evaluation of Hollis Street Bicycle Lane

Appendix E of the Active Transportation Priorities Plan establishes evaluation criteria that staff should use when planning new bicycle facilities. The criteria and staff evaluation for the Hollis Street Bicycle Lane follow in the table below.

Evaluation Criteria	**Staff Comments**
Potential for Use/ Connectivity (High density of existing/ planned origins and destinations)	
Residences	Hollis Street (and downtown Halifax generally) is experiencing a boom in residential building construction. While the southern end of Hollis Street has historically had some of the highest population densities in the Municipality, this is increasing with the construction of buildings such as "The Vic" (82 units - built), "The Maple" (274 units- under construction) and "The Alexander" (240 units – construction anticipated to begin soon). The nearby "Roy" (135 units) is also under construction.
Workplaces	Hollis Street is in the middle of downtown Halifax which is the primary employment destination in Halifax. The provision of dedicated bicycling facilities on Hollis St. is essential if the municipality is to meet objectives to double the modal share of commuting trips by bicycle.
Shops	There are a number of storefront retail shops on Hollis Street, particularly toward the south end of the street.
Community Facilities	The Art Gallery of Nova Scotia has spaces for community events. The Seaport Market and Cunard Centre (which are just to the south of the proposed bicycle lane) also hold community events.
Schools	The Hollis Street bicycle lane would provide improved connections between two campuses of the Nova Scotia College of Art and Design.
Other destinations	Hollis Street is near the Waterfront, abuts the Brewery Market and provides a route to the Seaport Market, is a route to Pier 21 and the Cunard Centre, and abuts the Art Gallery of Nova Scotia and Province House. The Hollis Street bicycle lane extends almost to the intercity bus and train station.
Other AT infrastructure (bicycle lanes, local street bikeways, AT greenways)	The Hollis Street bicycle lane would form a key link to downtown Halifax from future connections to the Barrington Greenway and to the proposed Morris Street – University Avenue bicycle facility. Terminal Road and Hollis Street south of Terminal Road are also identified as a candidate bicycle routes in the AT Priorities Plan.

Street Characteristics	
Favourable grades (preferably 6% or less)	Hollis Street is relatively flat for its full length.
Low volume of motor vehicle traffic	Hollis Street is a key entry point for vehicles into the downtown core. While it does carry a significant number of vehicles, particularly in the morning, the volumes are comparable to many collector streets on the peninsula such as Bell Road, South Park, and Windsor Streets, all of which also have bicycle lanes.
Low volume of large vehicles	Hollis Street has a high volume of trucks due to the container terminal at the south end of the peninsula. To compensate for this, the design features a wider buffer and is situated on the left, where there is better visibility for drivers.
High volume of existing cyclists	Existing bicycle traffic can be described as moderate for Halifax: 32 cyclists observed between 8am-9am in fall 2014. For comparison, the busiest stations on the biannual peninsula bicycle screenline count have seen 60 - 80 cyclists in the same time period.
Speed of traffic	Traffic on Hollis Street typically travels at about 30km per hour. The slow average speed is beneficial from a safety perspective.
Few complex intersections	All of the intersections on Hollis are small and relatively typical. This project would make the intersection with Terminal Road an all-way stop, which reduces the complexity of this intersection. The current configuration is atypical.
Safety issues	The project is not addressing any specific safety issue. Rather it is creating dedicated space for bicycling.
Impact on traffic (i.e. of reducing vehicle travel or turn lanes to add a bike facility).	The traffic impact of adding the bicycle lane has been modelled and it has been determined that there will be no impact to Hollis Street's ability to carry motor vehicle traffic.
Impact on green space	No impact.
Impact on commercial or residential parking	From Cogswell to Terminal Road, daytime parking spaces will be reduced by about 20 spaces. Evening/ weekend parking will be reduced by about 90 spaces. Parking will remain on the west side of the street on every block, and on both sides of the street for the block between Morris and Terminal Road.
The ability to mitigate losses to on-street parking	The downtown street conversion project generated about 110 new parking spaces downtown to date, more than offsetting the daytime street parking lost on Hollis Street (~20 spaces) and evening/weekend parking lost (~90 spaces). Staff also identified a few new on-street parking spaces on the right (west) side of a particularly impacted block (Salter to Bishop) and is exploring additional parking spaces on a side street in this area. The MetroPark garage at Hollis and Salter Street has almost 600 parking spaces and reports typical occupancy of 70% on weekdays and 30% on evenings/ weekends, (except during special events). There are also eight streets crossing Hollis, all with on-street metered parking, most on both sides.

Alternative Route Analysis: Hollis Street provides a north-south bicycle route through the centre of downtown. Other routes that could provide similar access and connectivity and that were considered are described below.	
Barrington Street	Pros: - Barrington Street provides a comparable continuity from the north to the south end of downtown. - There are a wide range of origins and destinations on and near Barrington Street that would give it a high potential for use. Cons: - Because the street has two-way traffic and a narrow right-of-way, adding bicycle lanes, even in one direction, would be very difficult; - There are a very high number of Halifax Transit buses operating on Barrington Street. This would lead to frequent conflicts with bicycles at bus stops.
Granville Street	Pros: - This is a quieter street that does not have the truck traffic of Hollis Street or the bus traffic of Barrington. Cons: - Granville ends at Salter Street, so there is no continuity to the south end of downtown.
Lower Water Street	Pros: - This street has the continuity from the north to south end of downtown. Cons: - The street is one-way heading north. - There is already insufficient space to extend the existing north-bound bicycle lane on Lower Water Street north, so adding a south-bound bicycle lane without removing a vehicle lane is not possible.
Waterfront Boardwalk	Pros: - Bicycles are permitted on most sections of the Halifax Waterfront Boardwalk. This will continue to be an Active Transportation route. Cons: - Bicycle use is impractical on many days, particularly during the height of the tourism season (and hence the bicycling season) due to the large volumes of people.
Public and Stakeholder Feedback	
Public support for the facility	Comments and concerns received from the public and stakeholders are summarized in the Community Engagement section of this report and detailed more fully in Attachments #4 and #5.
Stakeholder support for the facility	Comments and concerns received from the public and stakeholders are summarized in the Community Engagement section of this report and detailed more fully in Attachments #4 and #5.
Internal (HRM) review of the facility	The project has been reviewed by relevant HRM departments.

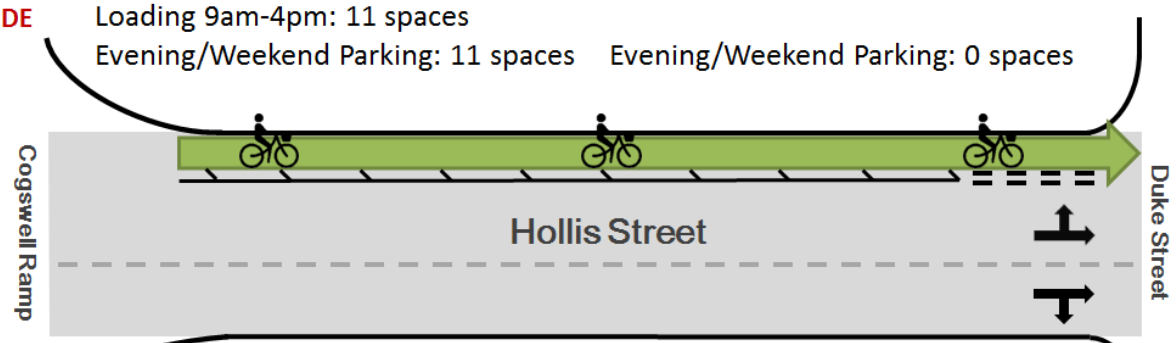
Attachment #3: Hollis Street Bicycle Lane – Graphic Overview

Block # 1 Cogswell Ramp to Duke Street

EAST SIDE

Existing:
No Stopping: 7-9am/4-6pm
Loading 9am-4pm: 11 spaces
Evening/Weekend Parking: 11 spaces

Proposed:
Bike Lane (No Stopping: 7-9am/4-6pm)
Evening/Weekend Parking: 0 spaces



WEST SIDE

Existing:
No Stopping: 7am–6pm: 3 spaces
Loading 9am-4pm: 4 spaces
Evening/Weekend Parking: 7 spaces

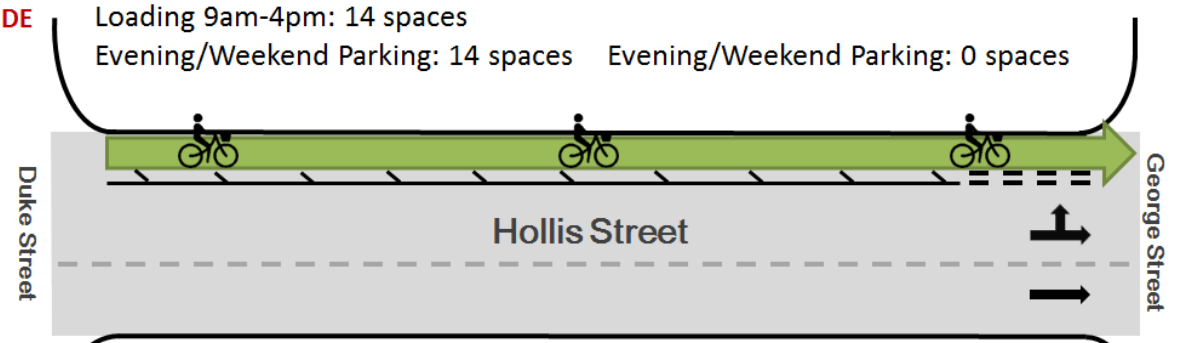
Proposed:
No Stopping: 7am–6pm: 3 spaces
Loading 9am-4pm: 4 spaces
Evening/Weekend Parking: 7 spaces

Block # 2 Duke Street to George Street

EAST SIDE

Existing:
No Stopping: 7-9am/4-6pm
Loading 9am-4pm: 14 spaces
Evening/Weekend Parking: 14 spaces

Proposed:
Bike Lane (No Stopping: 7-9am/4-6pm)
Evening/Weekend Parking: 0 spaces



WEST SIDE

Existing:
Parking Meters: 5 spaces
Loading: 5 spaces

Proposed:
Parking Meters: 5 spaces
Loading: 5 spaces
BUT
No Stopping: 7-9am/4-6pm

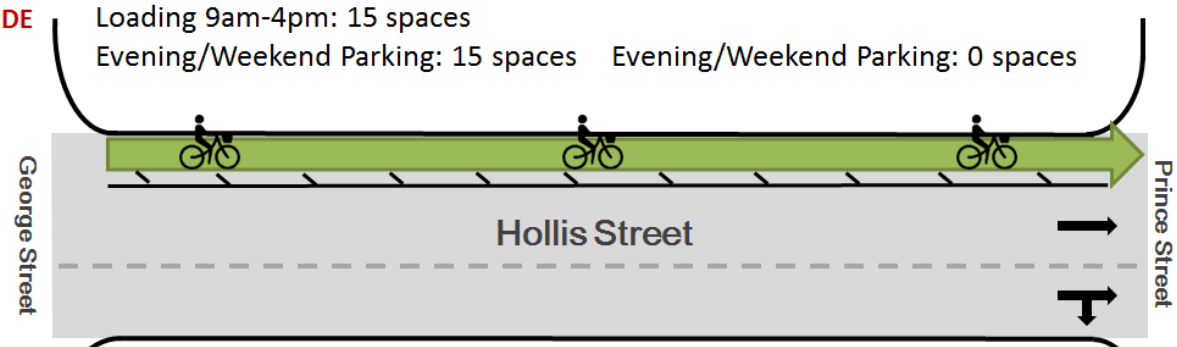
Block # 3 George Street to Prince Street

EAST SIDE

Existing:
No Stopping: 7-9am/4-6pm
Loading 9am-4pm: 15 spaces
Evening/Weekend Parking: 15 spaces

Proposed:
Bike Lane (No Stopping: 7-9am/4-6pm)

Evening/Weekend Parking: 0 spaces



WEST SIDE

Existing:
Parking Meters: 3 spaces
Loading: 5 spaces
Bus Stop: 1

Proposed:
Parking Meters: 3 spaces
Loading: 5 spaces
BUT
No Stopping: 7-9am/4-6pm

Bus Stop: 1

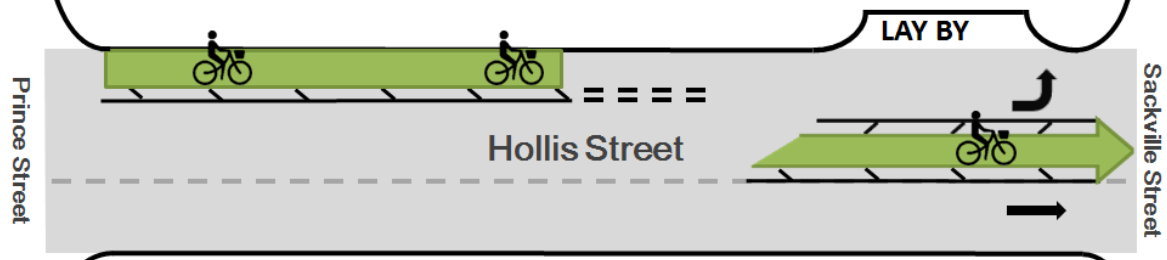
Block # 4 Prince Street to Sackville Street

EAST SIDE

Existing:
No Stopping: 7-9am/4-6pm
Loading 9am-4pm: 11 spaces
Anytime Loading: 2 spaces (Lay by)
Evening/Weekend Parking: 11 spaces

Proposed:
Bike Lane (No Stopping: 7-9am/4-6pm)

Anytime Loading: 2 spaces (Lay by)
Evening/Weekend Parking: 0 spaces



WEST SIDE

Existing:
Parking Meters: 7 spaces
3 Hour Accessible Parking: 3 spaces
Loading: 1 space
Taxi Stand: 2 spaces

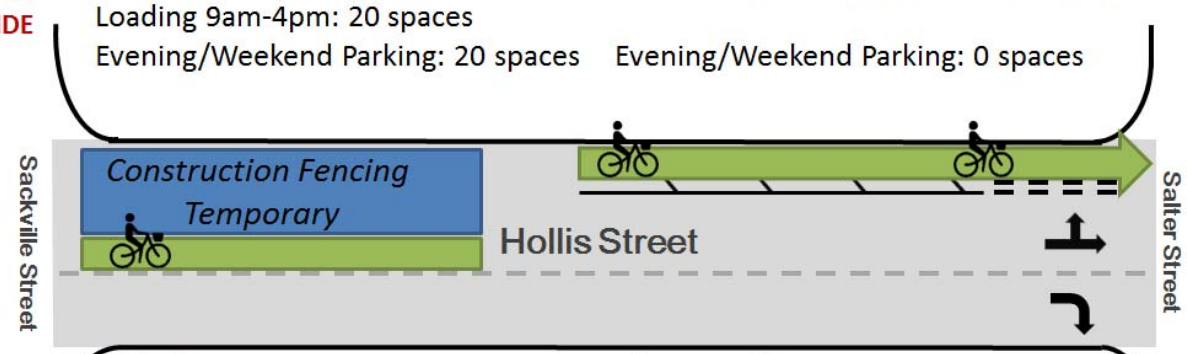
Proposed:
Parking Meters: 7 spaces
3 Hour Accessible Parking: 3 spaces
Loading: 1 space / Taxi Stand: 2 spaces
BUT
No Stopping: 7-9am/4-6pm
**4 metered parking spaces temporarily unavailable due to construction*

Block # 5 Sackville Street to Salter Street

EAST SIDE

Existing:
No Stopping: 7-9am/4-6pm
Loading 9am-4pm: 20 spaces
Evening/Weekend Parking: 20 spaces

Proposed:
Bike Lane (No Stopping: 7-9am/4-6pm)
Evening/Weekend Parking: 0 spaces



WEST SIDE

Existing:
Parking Meters: 10 spaces
3 Hour Accessible Parking: 3 spaces
Loading: 7 spaces
Bus Stop: 1

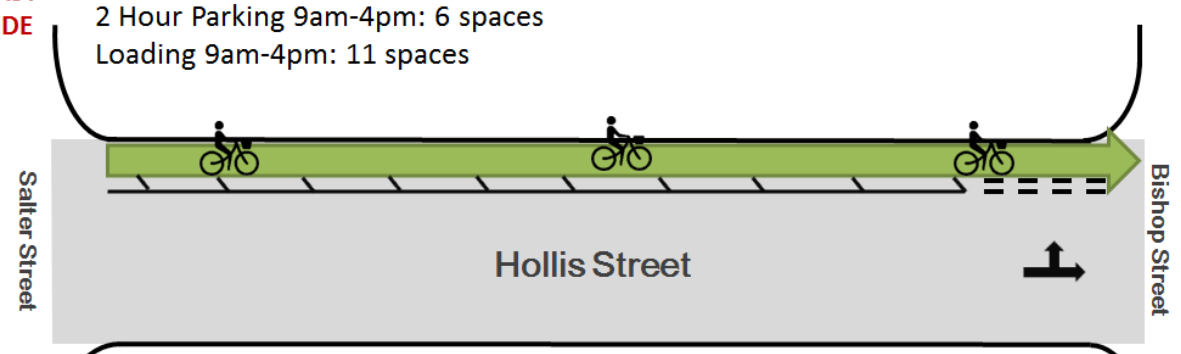
Proposed:
Parking Meters: 10 spaces
3 Hour Accessible Parking: 3 spaces
Loading: 7 spaces
BUT
No Stopping: 7-9am/4-6pm
**4 metered parking spaces temporarily unavailable due to construction*
Bus Stop: 1

Block # 6 Salter Street to Bishop Street

EAST SIDE

Existing:
Parking Meters with
No Stopping 7-9am: 5 spaces
2 Hour Parking 9am-4pm: 6 spaces
Loading 9am-4pm: 11 spaces

Proposed:
Bike Lane (No Stopping: 7-9am/4-6pm)



WEST SIDE

Existing:
Parking Meters: 11 spaces
Loading: 9 spaces
Bus Stop: 1

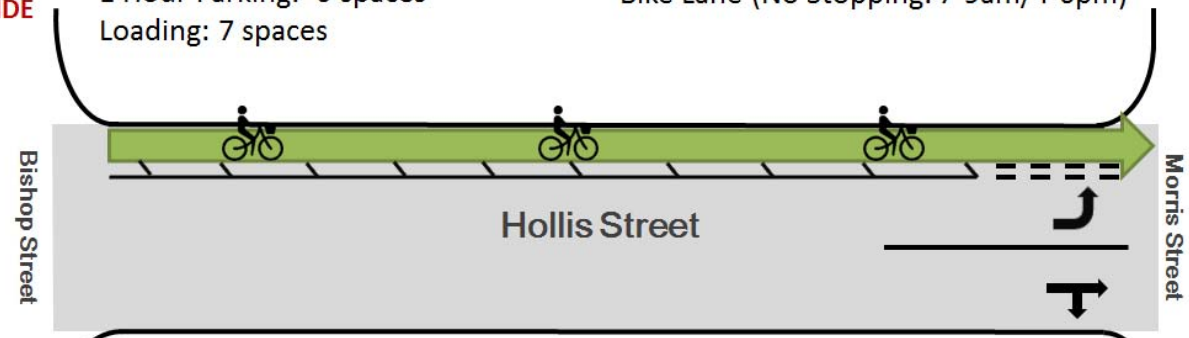
Proposed:
Parking Meters: 14 spaces
Loading: 6 spaces
Bus Stop: 1

Block # 7 Bishop Street to Morris Street

EAST SIDE

Existing:
1 Hour Parking: 6 spaces
Loading: 7 spaces

Proposed:
Bike Lane (No Stopping: 7-9am/4-6pm)



WEST SIDE

Existing:
Parking Meters: 4 spaces
2 Hour Accessible Parking: 2 spaces
Loading: 10 spaces
Bus Stop: 1

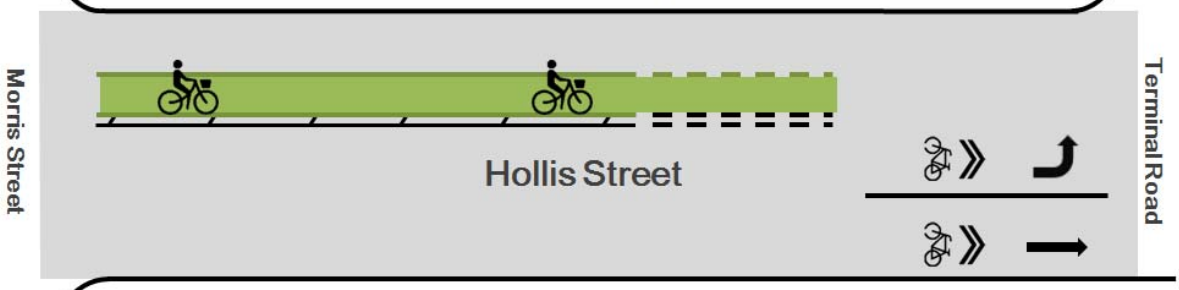
Proposed:
Parking Meters: 4 spaces
2 Hour Accessible Parking: 2 spaces
Loading: 10 spaces
Bus Stop: 1

Block # 8 Morris Street to Terminal Road

EAST SIDE

Existing:
Parking Meters: 13 spaces
2 Hour Accessible Parking: 2 spaces
Loading: 2 spaces

Proposed:
Parking Meters: 12 spaces
2 Hour Accessible Parking: 2 spaces
Loading: 2 spaces
Bike Lane



WEST SIDE

Existing:
Parking Meters: 9 spaces
2 Hour Parking: 2 spaces
Loading: 7 spaces

Proposed:
Parking Meters: 9 spaces
2 Hour Parking: 0 spaces
Loading: 5 spaces
New stop sign at Terminal Road

Attachment #4: Summary of Comments/ Concerns from June 2014 Public Engagement for Hollis Street Bicycle Lane

Comments /Concerns from People who Ride Bicycles

Comments/ Concerns:

- Could the extra wide vehicle lanes be narrowed to make wider bike lanes?
- Consideration should be given to building a protected bicycle lane.
- Could bike boxes be added to facilitate left turns?
- To reduce the risk of "dooring" incidents between Morris and South street, can consideration be given to: 1/ putting the bike lane between the parking lane and the curb; 2/ removing the parking entirely beside the bike lane between Morris and South; or 3/ including a painted buffer in the 'door zone'?
- This bike lane should be more connected with 1/ the Barrington Greenway to the North; 2/ the Ferry Terminal; and 3/ Barrington Street south.
- Consider painting bike lanes bright green where they interface with other lanes (e.g. at intersections).
- Seaport market, NSCAD and Point Pleasant Park are popular cycling destinations - consideration should be given to treatments that improve safety/ priority for cyclists at Terminal Road.
- Have you considered a left side bike lane? There is very little daytime parking, fewer meters to remove, and most destinations for cyclists riding Hollis are on the left. I ride on the left already as it feels safer.
- Consideration should be given to creating protected intersections for the bike lane.
- Provide guidance through the intersection at Morris to guide straight through vehicle traffic away from the bike lane as it shifts away from the curb south of the intersection.
- Concern that Ambassatours buses may 'stand' in the bus stops, not just 'stop'.

Response:

Halifax will be revising its plans regarding the bicycle lane, looking at different options and will consider the above comments in the revision. The plan is to share the revised plans when they are ready and target implementation of the bike lane in 2015.

Comments /Concerns from Abutting Property/ Business Owners and Other Street Users

Comment/ Concern:

- The "no-stopping anytime" outside Four Points Sheraton was identified as a major issue for many hotel guests. With the bike lane on the right and no-stopping anytime, guests will need to load and unload across the street and then cross the street with luggage. This may be especially challenging in the winter. Tour buses unload on the passenger side and represent a growing percentage of business. Daily hotel deliveries happen at this location as well, and will need to relocated too.

- Concern that with 'no stopping anytime' moving trucks serving apartments on the block between Bishop and Morris will have to load/ unload from across a busy street with a lot of truck traffic. There is a lot of moving happening in the summer months at our building - please consider a solution that allows some loading on the right from time to time.

- NSCAD's loading doors and freight elevator are on the first block and there are about 60 pick-ups/ drop offs per week each of which average from 5- 15 minutes each. There are also about 7-10 pick-ups per week for garbage and recycling which take about 20 minutes each. Canada Post

delivers on a daily basis at that door. Some of the deliveries are pallets and quite heavy, so they take longer (an hour or more). NSCAD would like to find a solution as many students bike and NSCAD supports the bike lane overall.

- Consideration should be given to adding some off peak parking meters on the other side of the street from the bike lane between Cogswell and George Streets.

- Concern that relocating the accessible parking spaces will make walking distances to their destinations too far for people who have requested those spaces. Also a concern that motorized ramps for wheelchair users tend to be on the right side of the vehicle. Relocating accessible parking to the left side of the street will mean motorised ramps would go right into traffic.

Response:

- Halifax will be revising its plans regarding the bicycle lane, looking at different options, including whether off-peak loading can occur in the bike lane and will consider the above comments in the revision. The plan is to share the revised drawings when they are ready and target implementation of the bike lane in 2015.

Comments /Concerns from the General Public

Comment/ Concern:

Consideration should be given to adding on-street bicycle parking corals to make the presence of people on bikes more “ever-present”.

Response:

- HRM’s “Request a Rack” program http://www.halifax.ca/cycling/ will install bike racks in the space between the sidewalk and the curb where possible. At this point, demand for bicycle parking in this area does not seem to warrant a need to remove additional vehicle parking for a bicycle parking corral and develop an entirely new program to manage bicycle racks on the road surface. We are aware that there are numerous precedents for this type of facility in other cities, and will be pleased to investigate doing this in the future if demand for bicycle parking begins to outstrip supply and staff resources allow.

Comment/ Concern:

It is good to see that the new daytime parking that will go in will be metered. This is better for downtown businesses than the free daytime parking that was left on Lower Water with the one way project three years ago.

Response:

- HRM is in the process of reviewing our approach and our role in parking management. We are also exploring new technologies to pay for on-street parking such as “pay and display” or “pay by plate” in lieu of meters. Once a decision is made, the temporarily free parking downtown (such as on Lower Water) will revert to paid parking.

Comment/ Concern:

Hollis is a busy street and not good for bicycles because it is 1/ one way; 2/ a major truck route; 3/ the city needs parking. Consideration should be given for choosing another street or creating a bike lane by the water.

Response:

- 1/ Yes the street is one-way, but three years ago a bike lane was installed on Lower Water in the opposite direction. 2/ Yes it is a truck route, but trucks are not speeding, and the bike lane will be wide, providing good separation of bicycles from motor vehicles. Based on the feedback we received from cyclists (above) we will now be investigating options to provide some physical separation from vehicles. 3/ There were over 100 additional parking spaces created downtown as part of the project in 2011 to convert more streets to one-way – this was part of what made it possible to consider parking removal on Hollis to create a bicycle lane.

Comment/ Concern:

Consideration should be given to restricting bicycle use entirely east of Brunswick Street as streets are too narrow and with all the new development happening there is not enough space. Many cyclists are rude, unpredictable, and break the law.

Response:

- Bicycling is permitted under the NS Motor Vehicle Act on all roads, except for a few controlled access highways. The municipality's Active Transportation Plan encourages cycling as a good way to get around that is sustainable and efficient, especially for short distances and in dense-mixed use areas such as downtown Halifax. Nearly 15% of residents in some census tracts in central Halifax ride to work. Hollis Street is not too narrow, and with all the new development happening downtown the municipality needs to make it easier to get around the area by foot and by bike because if everyone drove, there certainly would not be enough space! Unfortunately we too have observed undesirable behaviours in many road users. Providing a network of bicycling facilities may help to reduce instances these types of behaviours and improve road safety for all users.

Comment/ Concern:

Consideration should be given to cancelling the bike lane project and leaving the 50 daytime parking spaces in place. Concern that there will be nowhere to park when we come downtown to visit art galleries and restaurants.

Response:

- There will still be a net gain in parking spaces downtown after this bicycle lane project as it is the third and final phase of the Downtown Network Street Plan that was implemented in 2011 and generated over 100 new on-street parking spaces downtown. As a result of comments received from this exercise, we will be exploring putting the bicycle lane on the left side of the street, which will have even less of an impact on daytime parking. Also, studies have shown that there are lots of places to park downtown off-street: there are numerous parkades and surface parking lots which frequently have vacancies. Please continue to shop and enjoy your downtown!

Attachment #5: Summary of Comments/ Concerns from Public Engagement in April 2015

Comments /Concerns from People Who Ride Bicycles

Comment/ Concern:

There should be green paint across all conflict points (intersections, laybys, etc.)

Response:

- It is not our practice currently to add special colours to our pavement markings although we may explore this option in the future.

Comment/ Concern:

Riding on the left is really unusual. How will I make a right turn from the left side bicycle lane?

Response:

- Agreed, a left side bicycle lane is atypical, but increasing experience from other jurisdictions is showing that bicycle lanes on the left side of one way streets (and median divided streets) are actually preferred because of improved driver visibility (driver is on left/ trucks have smaller blind spot on left); and reduced bus/ bicycle conflicts. You should make a right turn just like you would make a left turn from a right side bicycle lane: shoulder check, and when clear merge to the right before making your turn. You could also use the crosswalks if you don't feel comfortable making a vehicular style turn. The suggestion to move the bicycle lane to the left actually came from a cyclist who provided feedback last year and said he already rides the street on the left side. Staff went out and observed a few people doing this and thought it might be because there are some popular destinations on the left, combined with existing no-stopping provisions by the left curb.

Comment/ Concern:

The connection to Upper Water will really improve my commute. This will make a great connection to the future route on Morris/ University.

Response:

- Unfortunately we have taken it off the table at this time for further review and to consider the entire route from Valour Way to the beginning of the bicycle lane.

Comment/ Concern:

People who ride bicycles to the Saturday market wondering if the "No-stopping 7am -9am/ 4-6pm" would be in place "Monday to Friday" or all week?

Response:

- Just Monday to Friday. The Seaport market is open 7AM -3PM on Saturdays and 9AM-3PM on Sundays. It would seem that no stopping 7-9AM and 4-6 PM would not serve the market goers on Sundays, and would be of little benefit on Saturdays. Additionally, with a reduction in loading demand and reduced traffic volumes on Hollis Street on the weekend compared to a weekday, it is less likely that a vehicle would be loading in the bicycle lane on a weekend, and if it were, the reduced traffic volume would make going around the stopped vehicle less challenging.

Comments /Concerns from PROPERTY/ BUSINESS OWNERS

Comment/ Concern:

Concern that that moving trucks serving apartments on the block between Bishop and Morris will have to load/ unload from across a busy street with a lot of truck traffic.

Response:

- While parking is never allowed in a bicycle lane, the NS Motor Vehicle Act recognizes there may be a need to stop by the curb from time to time to load passengers and/ or goods. While we would encourage movers to find alternatives to blocking the bicycle lane, if that is their only option, they should not be at risk of a ticket if they are actively involved in loading/ unloading activities.

Comment/ Concern:

The block of Hollis between Salter and Bishop will lose 5 metered parking spaces and 6 two-hour zone parking spaces on the left side of the street. Even though there is parking elsewhere, there will be a perception that it is much harder to park near small businesses on this block.

Response:

- The original rationale for this bicycle lane and the one on Lower Water Street came from the 2011 Downtown Street Network Changes project which converted two way streets such as Lower Water and Sackville to one way and thereby created about 110 new parking spaces downtown, including 18 spaces on Lower Water on the same block. These were intended to offset all of the parking that will be lost on Hollis when the bicycle lane is painted. The Metro Park garage is at the corner of Hollis and Salter and reports average occupancies of 70% on weekdays and 30% on evenings and weekends. On this block three spaces currently signed 'no-parking' will have new meters installed on the west side of the street.

Comment/ Concern:

The layby for the Hollis Hotel (former Radisson) only fits two vehicles and is not sufficient for the needs of the hotel.

Response:

- The existing controls on the street limit stopping on this side of the street from 7-9am and 4-6pm and prohibit daytime parking. These are same stopping/ parking controls that will be in place when the bicycle lane is installed.

Comment/ Concern:

Could the sign that says "right turn required" to the north facing traffic on Hollis Street at Terminal Road be switched to the 'no going straight ahead' sign, so that people entering the driveway that is essentially the fourth leg of this t-intersection, do not get ticketed?

Response:

- Yes, we can change this sign at the same time as all the other signs are changed for this project.

Comments /Concerns from OTHER STREET USERS

Comment/ Concern:

Is one lane adequate south of Sackville today in terms of traffic flow? Won't things get worse after the new residential buildings that are approved are built? Will the new stop sign at Terminal Road increase congestion?

Response:

a. Hollis at Sackville: Prior to changing to the new and now existing lane configuration on Hollis Street at Sackville Street, Traffic Management staff prepared traffic modeling to assess the impacts of changing the lane use to an exclusive left turn lane and single through lane. The modeling showed little impact to changing the lane use given the high left turn volume on Hollis at Sackville Street, that there is only one southbound lane on Hollis Street south of Sackville outside of the AM peak and the observed vehicles using the left lane as loading, contrary to the signs. HRM Traffic Management staff have been out to monitor the AM peak period with the new lane use on several occasions and have not observed major delays at this intersection.

   The new building being built at the intersection of Hollis at Sackville Street will have only one access to its parking garage and this access will be from Sackville Street. As any vehicles seeking access to this new building will be using Sackville Street, this will increase the volume of left turns from Hollis Street to Sackville Street, making the new lane use even more necessary. Further to this, development within downtown Halifax is well serviced by Halifax Transit, bicycle routes, sidewalks, and due to its proximity to other amenities it is anticipated that residential developments in this area will generate fewer vehicle trips than would a same-size development in another part of the Municipality.

b. Hollis at Terminal: The current stop control at the intersection of Hollis Street and Terminal Road is confusing to all intersection users and HRM Traffic Management has received several requests from drivers and pedestrians to make this intersection an all-way stop. The concern raised by residents is when vehicles travel down Hollis Street and turn left onto Terminal Road they are not always watching for pedestrians as they otherwise have the right of way at the intersection. Traffic modelling has shown that there will be very little impact to traffic delay at this intersection when it is converted to an all-way stop.