

Windsor, Ontario April 18, 2016

REPORT NO. 372 of the
ENVIRONMENT, TRANSPORTATION & PUBLIC SAFETY
STANDING COMMITTEE
of its meeting held March 23, 2016

Present: Councillor Chris Holt
Councillor Fred Francis
Councillor Bill Marra (Chair)
Councillor Hilary Payne
Councillor Paul Borrelli

That the following recommendations of the Environment, Transportation and Public Safety Standing Committee **BE APPROVED**:

Moved by Councillor Holt, seconded by Councillor Francis,

THAT Administration **CONTINUE TO UTILIZE** the Bicycle Use Master Plan (BUMP) to implement the cycling network in the City in conjunction with the current best practices and design guidelines including the Ontario Traffic Manual Book 18 Cycling Facilities; and further,

THAT an Active Transportation Master Plan **BE DEVELOPED** as per the approved 2016 5yr Capital Budget subject to the accumulation of sufficient funding, projected for 2020; and further,

THAT the Official Plan Schedule F: Roads and Bikeways **BE UPDATED** at the appropriate time to include the planned network developed as part of the Lauzon Parkway Improvements Environmental Assessment (EA); and,

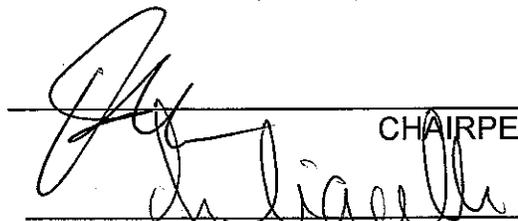
THAT the Windsor Bicycling Committee and Transit Advisory Committee **BE DIRECTED** to meet annually, as part of their allotted quarterly meetings, to discuss ways the cycling-transit link can be improved.

Carried.

Councillor Marra was absent when the vote was taken on this matter.

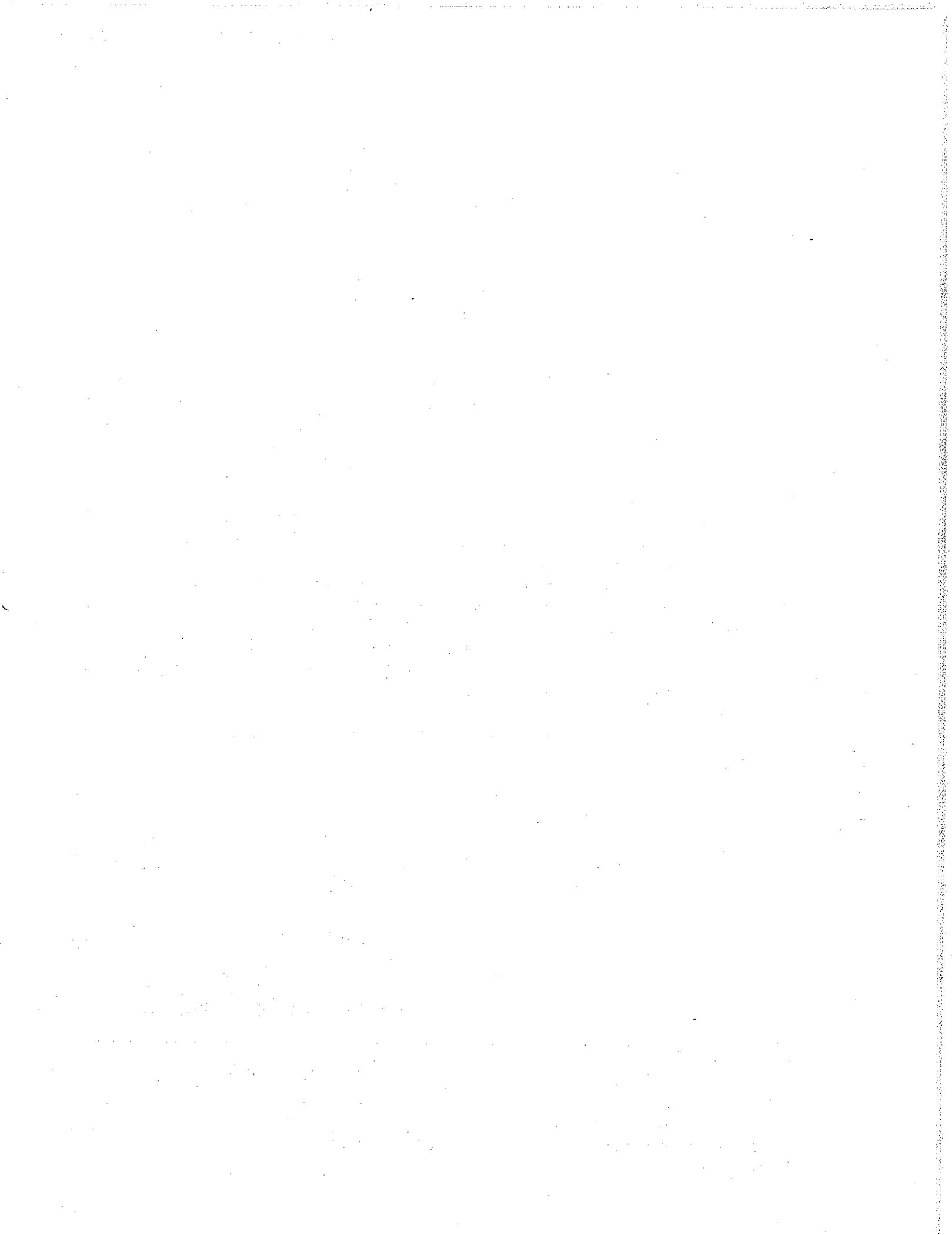
S 4/2016 MB/5331

Clerk's Note: The report of the City Engineer dated January 5, 2016 entitled "M482-2015 Update to the Bicycle Use Master Plan (BUMP)" is **attached** as background information.



CHAIRPERSON
SUPERVISOR OF COUNCIL SERVICES

NOTIFICATION:	
NAME	CONTACT INFORMATION
Lori Newton, Executive Director – Bike Friendly Windsor Essex	Lori.newton@me.com
Chris Waters, Windsor Bicycling Committee	cwaters@uwindsor.ca





Public Works - Operations

MISSION STATEMENT

"Our City is built on relationships – between citizens and their government, businesses and public institutions, city and region – all interconnected, mutually supportive, and focused on the brightest future we can create together"

REPORT #: S 4/2016	Report Date: 1/5/2016
Author's Contact: Jennifer Leitzinger Transportation Planning Engineer 519-255-6247 ext. 6002 jleitzinger@citywindsor.ca	Date to Council: March 23, 2016
	Clerk's File #: MB/5331

To: Mayor and Members of City Council

Subject: M482-2015 Update to the Bicycle Use Master Plan (BUMP)

RECOMMENDATION:

THAT Administration **CONTINUE TO UTILIZE** the Bicycle Use Master Plan (BUMP) to implement the cycling network in the City in conjunction with the current best practices and design guidelines including the Ontario Traffic Manual Book 18 Cycling Facilities; and further,

THAT an Active Transportation Master Plan **BE DEVELOPED** as per the approved 2016 5yr Capital Budget subject to the accumulation of sufficient funding, projected for 2020; and further,

THAT the Official Plan Schedule F: Roads and Bikeways **BE UPDATED** at the appropriate time to include the planned network developed as part of the Lauzon Parkway Improvements Environmental Assessment (EA); and,

THAT the Windsor Bicycling Committee and Transit Advisory Committee **BE DIRECTED** to meet annually, as part of their allotted quarterly meetings, to discuss ways the cycling-transit link can be improved.

EXECUTIVE SUMMARY:

N/A

BACKGROUND:

Windsor City Council adopted the following resolution at its meeting held November 16, 2015:

M482-2015 That administration ***BE DIRECTED*** to undertake the necessary steps to update the Bicycle Use Master Plan (BUMP) study.

The City of Windsor's commitment to cycling was formally expressed in 1991 with the adoption of the Bicycle Use Development Study (BUDS). The resulting construction of a 40+ kilometre off-road trail system sparked interest and an increasing demand for city wide cycling facilities.

The Bicycle Use Master Plan (BUMP) was adopted by Council on May 14, 2001. This Plan establishes a vision, guiding principles and goals for cycling in Windsor. This includes developing a visible and connected cycling network that is easily accessible, safe and actively used by all types of cyclists. Design and implementation guidelines are presented in BUMP along with specific strategies for improving cycling awareness, the cycling-transit link and end-of-trip facilities.

The Recommended Cycling Network is shown in Figure 1.

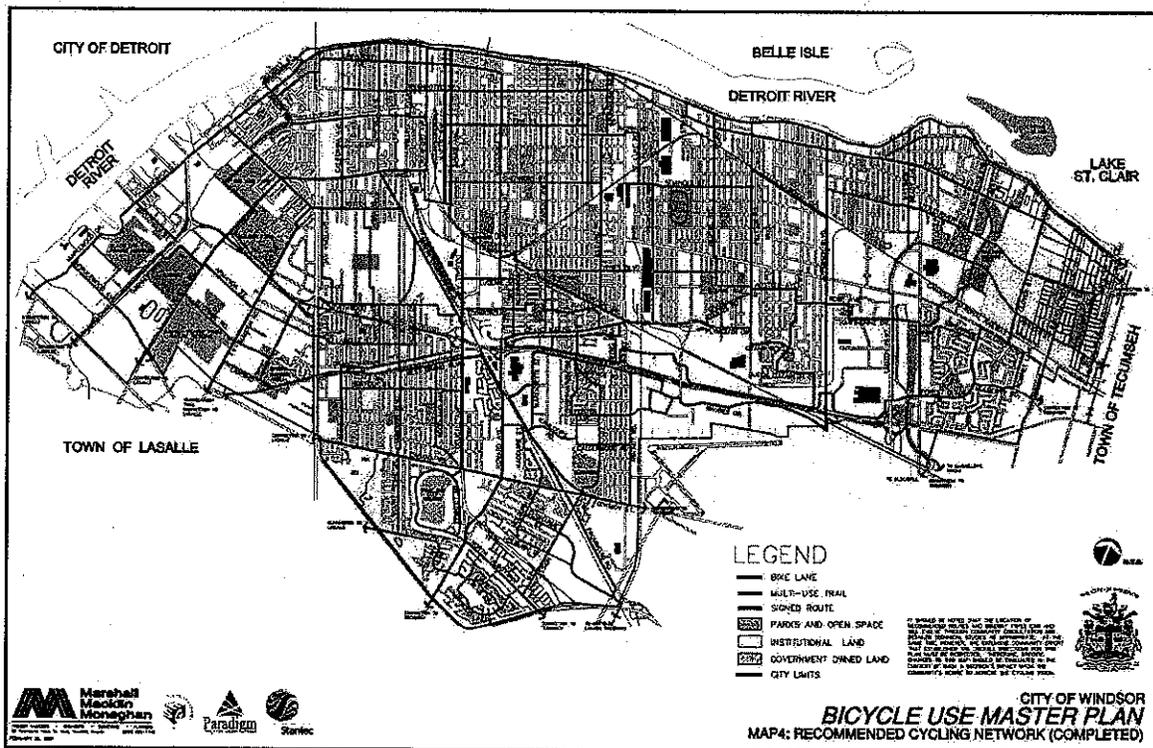


Figure 1: BUMP – Map 4: Recommended Cycling Network (Completed)

Since the adoption of the BUMP, progress has been made to implement the main project components:

- Network Infrastructure
- Education and Awareness
- End of Trip Facilities (Bike Parking)
- Transit Links

Approximately 16,000 copies of the annual City of Windsor Parks, Trails, and Recreation Map were distributed in 2015 in addition to the electronic map version available on the City Website, to bring awareness to the Network Infrastructure available to date and facilitate cycling trip planning. The 2015 Parks, Trails and Recreation Map can be seen Figure 2. MappMyCity also supports trip planning with available cycling facility network mapping and information.

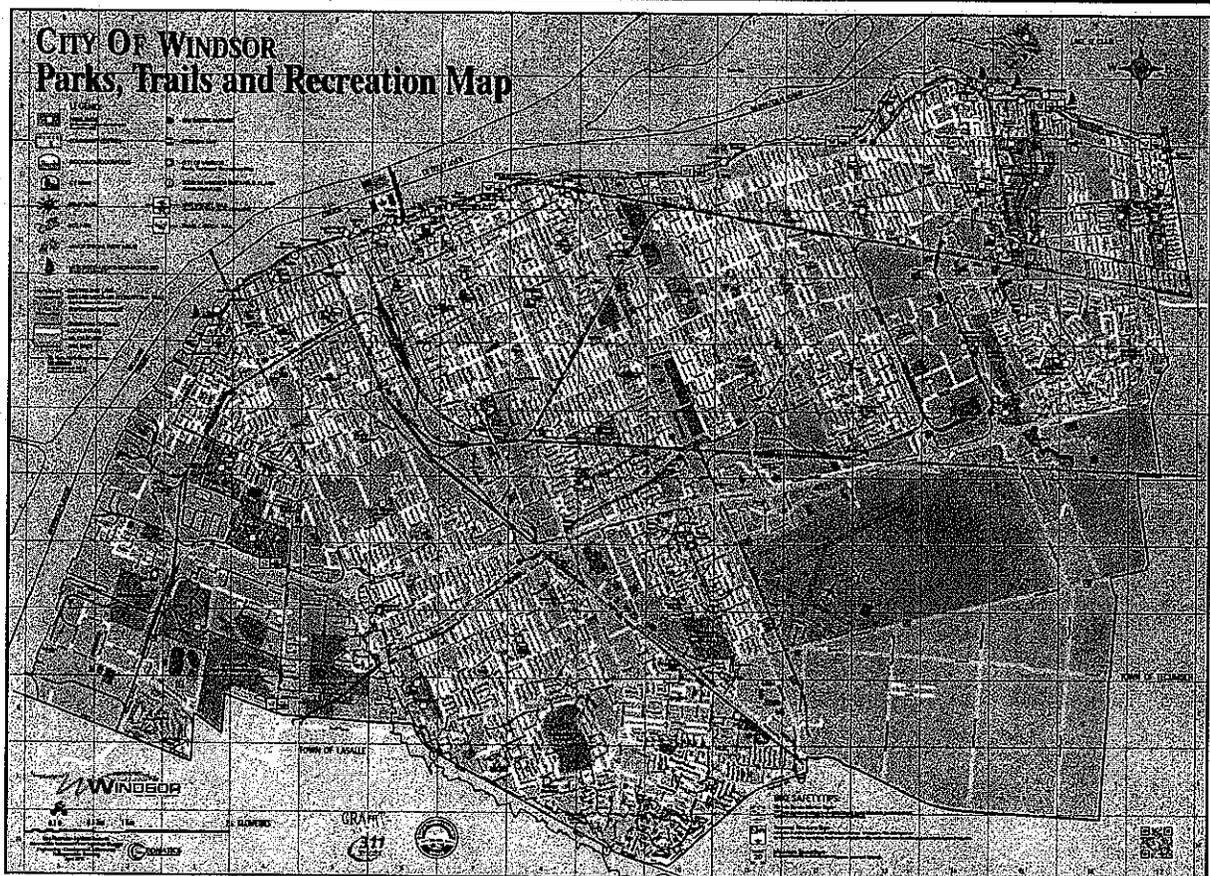


Figure 2: 2015 Parks, Trails and Recreation Map

In December 2013, the Ontario Traffic Manual (OTM) Book 18 Cycling Facilities was introduced. "The purpose of Book 18 is to provide practical guidance on the planning, design and operation of cycling facilities in Ontario. It applies to on and off road facilities within the road right-of-way, however off-road trails through parks, ravines, hydro corridors or open space are outside of its scope. It is for use by traffic engineers,

planners and other transportation practitioners, and promotes a uniform approach across the province. The other objectives of the OTM are to provide a set of guidelines consistent with the intent of the Highway Traffic Act (HTA) and to establish a basis for municipalities to generate or update their own guidelines and standards (Source: OTM Book 18 pg. 1).”

DISCUSSION:

“Active transportation refers to all human powered forms of transportation, in particular walking and cycling. It includes the use of mobility aids such as wheelchairs, and can also encompass other active transport variations such as in-line skating, skateboarding, cross-country skiing, and even kayaking. Active transportation can also be combined with other modes, such as public transit. (Source: Active Transportation in Canada, a resource and planning guide, 2011, pg. 1)”

“While there were earlier bicycle network plans, active transportation planning in Canada started to really emerge in the late 1980s and early 1990s in combination with a general upsurge in global environmental awareness and advocacy. These early bicycle planning initiatives started appearing in more centres as local governments became more aware of the compound benefits of expanding municipal cycling facilities (e.g., improving air quality and reducing GHG emissions, improving cycling safety, reducing traffic congestion, etc).

These early plans often focused heavily on designating bike routes, locating new end-of-trip infrastructure and safety improvements. At the same time the focus on cycling was sharpening, the importance of walking as a mode of transportation also grew and some municipalities began developing pedestrian plans (e.g. Ottawa, ON, Calgary, AB). Obvious synergies between cycling and pedestrian policies emerged which helped encourage and lead some municipalities to write combined pedestrian and cycling plans (e.g. Kamloops, BC, York, ON).

Over time, and as awareness of the population health benefits continued to grow, these combined pedestrian-bicycle plans evolved into active transportation plans which recognized a greater range of self-powered transportation modes.” (Source: Active Transportation in Canada, a resource and planning guide, 2011, pg. 21)”

Current Implementation Practices:

Current Administrative practices support continued implementation and cycling network growth and expansion through the following activities and policies:

- The Administrative Bicycle Facilities Technical Committee meets monthly regarding citywide cycling related concerns and opportunities. Respecting cycling network implementation specifically, these meetings engage cross-city departments to review the approved capital projects for cycling facility appropriateness. Once confirmed, further investigation and detailed design are

pursued utilizing the current cycling facilities design guides, including but not limited to OTM Book 18.

- A review of local road capital projects as formalized in the Engineering Best Practice BP4.3.1 *Widening During Pavement Rehabilitation on Local Roads* that directs consideration be given to the accommodation of cycling facilities during project development.
- Municipal Road Infrastructure Environmental Assessments consider active transportation alternatives as appropriate on a project by project basis;
- As part of the City of Windsor's Site Plan Control agreement, the General Provisions (revised February 2015) contains a clause, G-2, which states: "The Owner agrees to provide, install and maintain for the life of this development, at the Owner's entire expense all buildings, landscaping, parking, fencing, lighting, bicycle parking facilities, other site facilities and access areas in accordance with the Schedule referenced in paragraph B-1(e) herein. Nothing in this provision is intended to prevent the Owner from making alterations to the said buildings, landscaping, parking and access areas, provided that the alterations are made in accordance with the Corporation's policies and procedures and approved to the satisfaction of the Corporation."
- Another way the City ensures bicycle facilities are incorporated in the development is through the Inspection process. The Inspection of Bicycle Parking for New Building Developments: "Bike racks are generally installed after construction on site is complete, and the building is open. The value of a bike rack(s) for any given development will be included in the bond amount collected for site improvements. The bond will not be returned to the property owner until the required bike racks are in place."
- Windsor's Official Plan, Chapter 7 Infrastructure, Section 7.2.4 Cycling Network Policies, clause 7.2.4.1 Cycling, states: "Council shall require all proposed developments and infrastructure undertakings to provide facilities for cycling movement and parking wherever appropriate."
- Also, Chapter 7 Infrastructure of the OP, Section 7.2.2 Policies, clause 7.2.2.17 Bicycle Parking states that "Council shall make provision for bicycle parking spaces by requiring bicycle spaces at all developments."

Identified Network Expansion:

The City of Windsor road network has not dramatically changed since adopting the BUMP with the exception of the Annexed Lands transfer. In 2002, approximately 2,500 hectares of land were transferred to the City of Windsor to accommodate projected growth in population and demand for additional employment lands. The transferred lands include the Windsor International Airport and lands to the south and east. As part of Lauzon Parkway Improvements EA & draft Sandwich South Secondary Plan, a network for higher road classifications and cycling network was developed & publicly vetted.

Figure 3 illustrates the proposed network. The City's BUMP and County's County Wide Active Transportation Study (CWATS) networks were overlaid on the Lauzon Parkway Improvements EA study area in order to identify recommended cycling network needed to connect the approved neighbouring active transportation plans and address the active transportation needs within the study area.

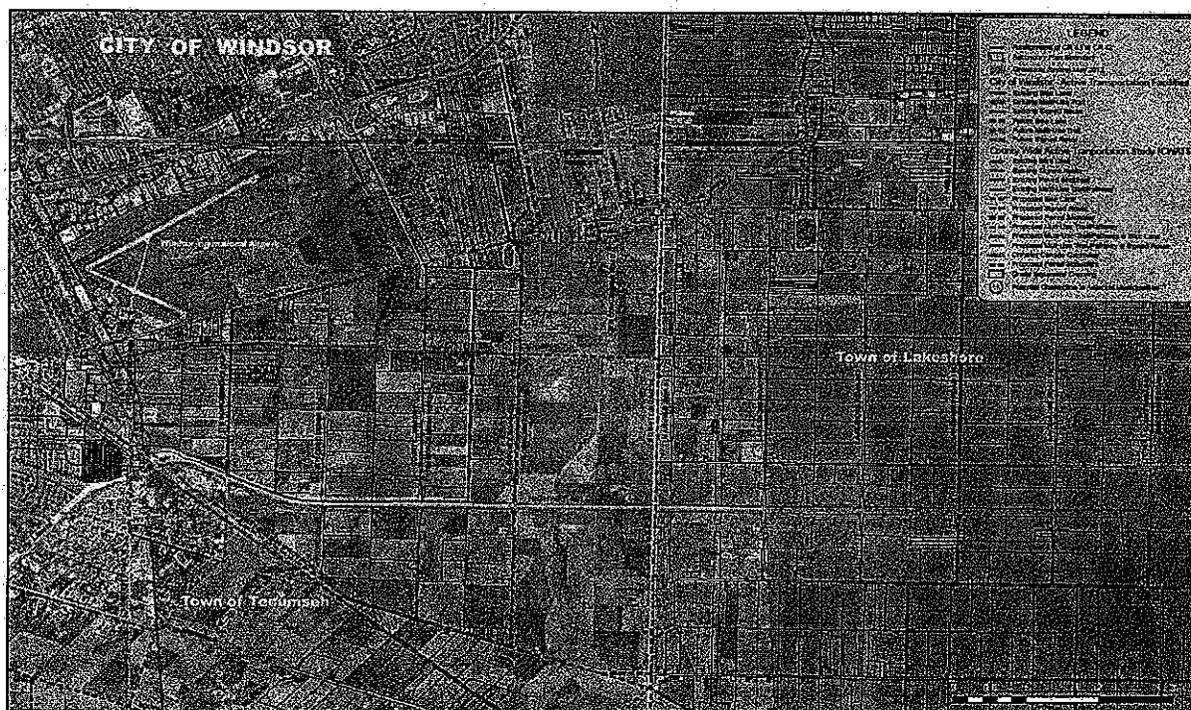


Figure 3: Active Transportation Overall Study Area Context Plan Existing and Proposed Facilities (Source: Lauzon Parkway Improvements EA)

The City of Windsor Official Plan (OP) Schedule F: Roads and Bikeways needs to be amended to identify roads and bikeways ultimately approved as part of the Lauzon Parkway Improvements Environmental Assessment. In addition, following the

completion and City Council approval of the Sandwich South Secondary Plan, Schedule F will be amended to include other proposed roads and bikeways.

Bicycle Use Master Plan – Update Opportunities:

The BUMP has well served the City of Windsor since 2001 with sufficient flexibility to remain relevant to-date. Its high-level network layout meets the goal of providing cycling facilities within a 5 minute radius of all neighbourhoods, while supporting the final selection of facility type and location within the context of detailed design, using the most current available standards.

An update to the Bicycle Use Master Plan can take the form of two main alternatives:

1. An update to the existing document

The existing document contains recommendations on the following 4 main components:

- Network Infrastructure
- Education and Awareness
- End of Trip Facilities (Bike Parking)
- Transit Links

As previously noted, the City of Windsor road network has not changed significantly since the BUMP was adopted. Current administrative practices engage cross-city departments on cycling facility discussions respecting all road infrastructure projects. Engineering detailed design relies on current standards and guidelines to ensure infrastructure designs are relevant. As such, benefits for an update to the network infrastructure component of the study are not anticipated.

Annual education and awareness campaigns have varied year over year to a limited degree. With the advent of Social Media, opportunities exist to become more relevant beyond the typical radio, print and event campaigns in the current portfolio. In this regard, the BUMP is not prescriptive. A recent advancement in this regard is currently under development in partnership with Tourism Windsor Essex Pelee Island (TWEPI), the County of Essex, the Health Unit and the Essex Region Conservation Authority (ERCA) with support from "Ontario's Southwest" Southwest Ontario Tourism Corporation.

The Administrative Bicycle Facilities Technical Committee is currently developing a Bike Parking Policy to establish clear guidelines beyond the Development Application provisions for bike parking.

In concert with Transit Windsor, we have seen an increase in the volume of fleet that provide bike racks.

The cycling and transit connection is essential for the City. There have been instances when cyclists waiting for a bus had to wait for the next bus since the current bike racks were occupied. In 2015, Transit Windsor recorded 20,960 bikes that utilized the bike racks on the buses. In 2014, the number of bikes on the bike racks was 8% higher. It would be beneficial if the Windsor Bicycling Committee and Transit Advisory Committee meet annually to discuss ways the cycling-transit link can be improved.

While an update to the BUMP document is possible, recent updates for cycling master plans range from \$150,000 to \$400,000 and there appears to be no clear advantage to this undertaking at this time.

2. An Active Transportation Master Plan

Active Transportation encompasses all modes of transportation that engage muscular activity. This mainly includes bicycles, pedestrians, and Transit users. It is appropriate to remind that persons with mobility devices are included in the pedestrian category.

Transport Canada published "*Active Transportation in Canada; a resource and planning guide*" in 2011.

There is value in linking all Active Transportation modes in one study to create a more cohesive document that optimizes the overlap in infrastructure and education and awareness opportunities.

Three examples of communities that have Active Transportation Plans are the County of Essex, City of Guelph and Town of Milton.

The CWATS (County Wide Active Transportation System) master plan was adopted by the county and local municipal councils in November 2012. This walking and cycling plan will guide the region while building cycling and pedestrian facilities over the next 20+ years. <http://www.cwats.ca/en/about-CWATS/master-plan.asp>

The City of Guelph is currently working with MMM Group Ltd. and Paradigm Transportation Solutions to complete an Active Transportation Network Study as well as a Sidewalk Needs Assessment Study (<http://guelph.ca/>).

The Town of Milton updated their Trails and Cycling Master Plan in June 2014, and this Master Plan is a guide for their pedestrian, multi-use and cycling network (<https://www.milton.ca/en/index.asp>).

It is recommended that a refreshing of the City of Windsor BUMP take the shape of an **Active Transportation Master Plan**.

RISK ANALYSIS:

There are no risks associated with this report.

FINANCIAL MATTERS:

The cost of the individual study update/development is intimately related to the study scope.

- Recent updates for cycling master plans range from \$150,000 to \$400,000
- An Active Transportation Master Plan would have a similar cost as an update to BUMP
- Requests for Proposals (RFPs) with highly defined/specific scopes would tend to be towards the lower price range

As per the 2016 5yr Capital Budget, \$100,000 has been approved in principle for each of the years 2019 and 2020 for transportation related studies. Administration typically accumulates funding over multiple years for these undertakings.

CONSULTATIONS:

Financial Planning

Transit Windsor

Planning Department

CONCLUSION:

The Bicycle Use Master Plan (BUMP) is still a valid document that is utilized by Administration. It is also noted that the current City of Windsor Official Plan Schedule F: Roads and Bikeways will be amended to identify roads and bikeways approved as part of the Lauzon Parkway Improvements Environmental Assessment.

It is recommended that a refreshing of the City of Windsor BUMP take the shape of an Active Transportation Master Plan.

It is recommended that the Windsor Bicycling Committee and Transit Advisory Committee meet annually to discuss ways the cycling-transit link can be improved.

APPROVALS:

Name	Title
Josette Eugeni	Manager of Transportation Planning
Cindy Etmanski	Financial Planning Administrator
Dwayne Dawson	Executive Director of Operations
Onorio Colucci	City Treasurer
Mark Winterton	City Engineer
Helga Reidel	Chief Administrative Officer

NOTIFICATIONS:

Name	Address	Email
n/a		

APPENDICES: