



City of
Peterborough

To: Members of the General Committee

From: Michael Papadacos
Interim Commissioner of Infrastructure and Planning Services

Meeting Date: March 14, 2022

Subject: Approval of Cycling Master Plan
Report IPSTR22-001

Purpose

A report to recommend approval of the Cycling Master Plan.

Recommendations

That Council approves the recommendations outlined in Report IPSTR22-001, dated March 14, 2022, of the Commissioner, Infrastructure and Planning Services as follows:

- a) That the presentation by IBI Group on the Cycling Master Plan be received;
- b) That the Cycling Master Plan be approved in principle; and
- c) That Schedule E of the new Official Plan be replaced with the Ultimate Cycling Network in the Cycling Master Plan.

Budget and Financial Implications

There are no direct financial implications associated with approval of the recommendations of this report.

Future Councils will determine the pace of investment to implement the recommendations in the Cycling Master Plan based on actual growth and infrastructure priorities over the 20-year plan horizon and beyond.

Capital Costs

In the 9-year period between 2012 and 2020, the City invested approximately \$19.1 M on trails and on-road cycling infrastructure incorporated into road reconstruction projects or separate trail or bicycle lane projects. This equates to an investment of approximately \$2.1 M per year, comprised of \$1.5 M in City funding and \$0.6 M in external funding annually.

At its meeting of July 26, 2021, Council approved the recommendations in Report IPSTR21-009, including the recommendation that the hybrid “Accelerate-Spark Scenario” be endorsed for the purposes of completing the Cycling Master Plan. The Cycling Master Plan has followed this direction and it is estimated that implementation of the network described in the final Cycling Master Plan represents an annual City capital investment of \$1.5 M per year, in 2020 dollars.

Funding for capital projects will include traditional tax supported funding, development charges applied to new growth, funding from external government programs (i.e. federal / provincial infrastructure grant programs), and existing City reserve funds.

Operating Costs

Operating costs will increase to maintain the expanded cycling network and to fund the increased level of programming needed to support a significant increase in cycling use, contributing to the higher mode shares incorporated into the Cycling Master Plan and the ongoing Transportation Master Plan. Operating cost increases related to maintaining new infrastructure will be in proportion to the length of new cycling network implemented to cover such items as maintenance and snow clearing, for example.

Programming costs are recommended to increase from the current budget of \$80,000 per year to \$160,000 per year by 2027. Programming costs fund initiatives that help to encourage people in making a shift to cycling and contributes to creating a culture of cycling, the social foundation for increasing use of cycling as a mode of transportation.

Requests for capital and operating funding will be reflected in future budget requests and reviews.

External Funding

Opportunities to secure external funding through federal and provincial infrastructure programs will be explored. The Federal Active Transportation Fund was recently announced and the intake process for project funding has now opened. Securing external funding sources may allow the City to leverage the recommended investment to construct additional strategic cycling infrastructure associated with the Spark Scenario, and staff are reviewing project opportunities at this time.

Background

Council, at its meeting of June 26, 2017 in considering Report USTR17-015 – Implementation of the Cycling Network, recommended that staff update the Cycling Network shown in the 2012 Comprehensive Transportation Plan. The Cycling Master Plan is intended to feed into the Transportation Master Plan and includes the development of a mode share target for cycling.

In January 2020, a Request for Proposals was released to retain a project consultant to develop the plan, and Report IPSTR20-007 – Award of RFP-01-20 Cycling Master Plan, recommended awarding the project to IBI Group. The project commenced in the late spring of 2020 and an internal working group with representation from transportation planning, transit, engineering and construction, infrastructure planning, public works, planning, and accessibility have reviewed progress of the work.

At its meeting of July 26, 2021, Council approved the recommendations in Report IPSTR21-009 that established the vision and goals for the project and included the following recommendations:

- a. That the presentation by IBI Group on the Cycling Master Plan be received;
- b. That the recommended Vision for the Cycling Master Plan “Peterborough is a leader in cycling with a safe, connected and accessible network that serves all ages and abilities by 2041. Cycling for transportation and recreation contributes to a thriving, healthy and resilient community and supports the City’s sustainability and climate change goals” be approved;
- c. That the Goals for the Cycling Master Plan, as outlined in Table 1, be approved;
and
- d. That a hybrid Accelerate-Spark Scenario, as outlined in the report, be endorsed for the purposes of completing the Cycling Master Plan.

The Cycling Master Plan provides the blueprint to building a more cycling-friendly city and encouraging more people to choose cycling as a transportation option in Peterborough. The process followed in the project was consistent with the Municipal Class Environmental Assessment (MCEA) process. Implementation of the projects

recommended in the Master Plan will still require further study, consultation, and detailed level of design work prior to approval for implementation.

The scope of the Cycling Master Plan project includes:

- An assessment of the existing policies, programs, travel patterns and cycling network in the City;
- A review of case studies from leading bicycle friendly communities to incorporate best practices and lessons learned into a plan designed for Peterborough;
- Establishing a long-term vision and goals for cycling to guide infrastructure and policy development;
- Development of scenarios to assess the costs, benefits and potential mode share targets associated with different levels of cycling investment;
- Expansion and identification of policies and programming to support enhanced cycling use;
- Development of a future cycling network to guide infrastructure planning, budgeting and implementation priorities;
- The assessment of opportunities and development of functional plans for new cycling facilities in eight corridors where future road construction work is anticipated in the short term;
- Development of bicycle facility design guidelines for use in future capital projects; and
- Extensive public engagement program to seek feedback from residents and other stakeholders on all aspects of the Cycling Master Plan.

Community Engagement

To inform the development of the Vision, Goals and Scenario, three “rounds” of engagement have been completed with the community and stakeholders to date. The project was started during the pandemic and most public engagement activities have been in an online format using the ConnectPtbo engagement platform. The address for the Cycling Master Plan page is www.connectptbo/cycling.

The purpose of these public engagements was to:

- Introduce the project and understand the community aspirations for the Cycling Master Plan;
- Receive input on the project direction including the draft vision statement, project goals and scenarios;
- Receive input on network development criteria and potential mode share targets associated with each of the scenarios; and
- Share and receive input on the proposed cycling network, including improvements to existing cycling infrastructure and priorities for new infrastructure.

Community response was strong with approximately 490 responses to the initial on-line survey held during the summer of 2020, 169 responses to the first public engagement session held in the fall of 2020, and 191 survey responses for the second public engagement session held in the Spring of 2021. Additional consultation has been held for each of the corridors where the team has developed functional plans for new cycling infrastructure, with 379 responses received for the Charlotte Street project and 230 responses received for the George Street project. Additional consultation is anticipated for several of the other corridors being reviewed as part of the consultant's scope of work.

The following additional public engagement activities have taken place:

- a stakeholder visioning workshop was held on-line in June 2020;
- a focus group with lower income people was held in person at B!KE in December 2020 to gain a better perspective on issues impacting lower income cyclists;
- Several meetings have been held with the Peterborough Bicycle Advisory Committee to discuss some aspects of the plan in more detail;
- Meetings with programming stakeholders (GreenUP and B!KE);
- Meetings with the Peterborough Environmental Advisory Committee and the Accessibility Advisory Committee;
- Meetings with other stakeholders, such as Trent University and the DBIA; and
- The draft Cycling Master Plan Executive Summary Report and recommended Network Maps were presented at the Transportation Master Plan public engagement session in February 2022.

Overall, there was strong support in the public engagements for Peterborough to become much more bicycle friendly and for the vision and goals proposed.

Final Recommendations

The Executive Summary of the Cycling Master Plan Final Report is provided in Appendix A and the full report will be provided on the ConnectPtbo page for the project when it is complete. The Accelerate-Spark scenario includes a suite of policies, programs and network improvements that together, will result in a more bike friendly community.

Implementing the Accelerate-Spark scenario has the potential to increase the future cycling mode share to 10-12%, depending on the level of Spark network improvements that are implemented. This scenario reflects the development of local bike culture, which reinforces cycling as a viable transportation choice among a much larger proportion of the population as increased ridership exponentially grows the visibility of cyclists.

The highlights of the Accelerate/Spark scenario are organized by goal and described below:

1. Create an Irresistible Network

Creating a connected cycling network that is comfortable for all ages and abilities is likely the most significant initiative that will lead to the realization of the Cycling Master Plan's vision. The provision of quality cycling infrastructure has led to increased uptake of cycling in cities across North America and Europe and locally here in Peterborough.

The Cycling Master Plan includes three Cycling Network maps that represent the cycling network recommendations (see Appendix A):

- i. Existing Cycling Network Recommended Upgrades – including locations where improvements to existing facilities (multi-use trails, bike lanes, etc) or roadway crossing treatments be considered;
- ii. Crosstown Network - showing the key routes to support growth in cycling and the first priorities for implementation; and
- iii. Ultimate Cycling Network - showing the long-term network with all the recommended routes envisioned.

The development of the recommended network was informed by public consultation input on interactive maps and surveys, meetings with staff and the Peterborough Bicycle Advisory Committee and an analytical analysis, giving priority to lower income neighbourhoods, school zones, etc. The network and implementation plan was refined to reflect the budget goals of the Accelerate-Spark hybrid scenario. The lens used to refine the network was a strategic one, placing priority on routes that are likely to have the highest return on investment.

In terms of length of network, the existing network is 80 km, including 42 km of multi-use trails and 31 km of cycling lanes and 7 km of boulevard multi-use paths.

Recommendations for the cycling network are listed below:

- i. Upgrades for 12 km of the existing network, including resurfacing and intersection improvements. Examples of projects include resurfacing the Rotary Greenway Trail and the Parkway Trail between Lansdowne Street and Clonsilla Avenue;
- ii. Build-out of the Crosstown routes, including approximately 50 km of new infrastructure in the short and medium term. Establishing this network will be key to increasing cycling mode share.

Example road projects which are planned to incorporate new cycling infrastructure include the reconstruction of sections of Lansdowne Street West, Brealey Drive and Sherbooke Street West;

- iii. Implementation of other cycling network segments in the medium (plan horizon) and long term (beyond plan horizon). Spark projects will be implemented as external funding enables. Spark projects include:
 - a) A new river crossing located near the Riverview Park & Zoo;
 - b) A new bridge to accommodate a multi-use trail across the Otonabee River at the site of the existing railway bridge just north of Lansdowne Street;
 - c) Cycle tracks along Crescent Street (as per the approved design);
 - d) Multi-use path along Towerhill Road; and
 - e) Cycling connections to Fleming College along Whittington/Crawford Drive.

The ultimate network is 284 km and the timeframe for build-out extends beyond the 20-year time horizon of this plan.

The high-level capital cost estimate to implement the Accelerate-Spark hybrid scenario is \$30 M over the 20-year span of the plan, plus additional funding for Spark initiatives obtained through external funding sources. The City share equates to an annual capital investment of \$1.5 M per year in 2020 dollars, similar to recent levels of investment over the period 2012-2019. Build out of the ultimate network, beyond the initial projects identified in the Accelerate Scenario, is expected to take 30 years or more.

Many of the recommended projects will be incorporated into the budgets for planned road reconstruction projects. It is also anticipated that requests for capital funding to implement standalone cycling projects will be incorporated into annual capital budget requests for consideration by Council. While it is anticipated that an average amount of \$1.5 M will be invested in new cycling infrastructure annually, a separate \$1.5 M line item for cycling projects may not show up in future capital budgets depending on the timing of various roadway projects that include new cycling infrastructure.

2. Encourage Year-Round Riding

As the City of Peterborough gears up to invest in creating an irresistible cycling network, it is critical to ensure that those investments are maximized, and new infrastructure is used to its full potential. Return on investment is maximized when cycling infrastructure is used year-round and rates of overall cycling also increase when year-round riding is supported. Strategies identified in the Cycling Master Plan to encourage year-round riding include:

- i. Consider snow storage and ease of maintenance routinely as part of the design of cycling facilities;
- ii. Establishing and promoting a Priority Winter Cycling Network of routes that are maintained year-round at a high level of service;
- iii. Upgrading rural roads to include paved or partial paved shoulders as part of road reconstruction or resurfacing projects whenever feasible;
- iv. Piloting the use of brine for de-icing and sweepers for snow removal on separated cycling facilities; and
- v. Supporting programming to encourage year-round cycling.

3. Pursue Design Excellence

This theme focuses on attracting new riders to cycling by designing new infrastructure that is suitable for all ages and abilities. As the network of all ages and abilities facilities expands, the proportion of the population willing to try cycling is expected to grow. To complement these recommendations, Design Guidelines are being created for Cycling Facilities for use by staff and consultants completing detailed designs for projects.

All ages and abilities (AAA) facilities are generally defined by three characteristics: safety, level of comfort and equity. AAA facilities have a greater separation from traffic or are often located along roadways with lower traffic volumes and speeds. Local street bikeways, protected bike lanes, cycle tracks and off-street pathways are all considered to be suitable for people of all ages and abilities. Intersection improvements also provide an enhanced level of safety and comfort along AAA routes.

Recommendations under this theme include:

- i. Embrace and institutionalize planning and design for AAA facilities including cycling tracks and local street bikeways. In the Peterborough context, the Bethunescape project will be a unique example of a local street bikeway (bicycle boulevard) that will also include a number of placemaking enhancements when it is completed.

Local street bikeways are low-speed, low-volume streets where cyclists are prioritized through the application of various traffic control devices. On other local

street bikeways recommended in the plan, simple measures can be implemented to manage traffic volumes and speeds to create a comfortable riding environment;

- ii. The Plan also recommends that the City support road safety and Complete Streets initiatives to enhance safety and comfort of vulnerable road users, both of which are covered in more detail in the Transportation Master Plan.

4. Build a Cycling Culture

A thriving cycling culture normalizes cycling and supports more people becoming interested in incorporating it into their lifestyle. Investments in cycling infrastructure are complemented by supporting programs that build cycling culture. There are existing programs that continue to be successful, as well as new ones recommended in the Cycling Master Plan. The City currently spends about \$80,000 per year on dedicated cycling programming. This plan calls for the amount spent directly by the City on dedicated cycling programming to increase to \$160,000 per year by 2027.

5. Go for Gold

The Go for Gold goal recommendations include the phasing and cost estimates for the network and programming recommendations, as well as the targets and on-going monitoring recommendations. The cycling mode share target for 2051, developed through public engagement and strategies to increase rates of cycling detailed in the Cycling Master Plan, is 10-12%. Rates of cycling in Peterborough have increased over the last 15 years in response to similar investments. The goal is to continue this effort by increasing the connectivity of the network and appealing to cyclists of all ages and abilities by providing more infrastructure that is separated from vehicles.

Support for cycling tourism is encompassed in this goal as well. Peterborough & the Kawarthas Economic Development sees cycling as an important pillar in the local tourism strategy. With the suite of trails in the City and the signed routes in the County and now, to the Lake Ontario Waterfront, Peterborough is attracting cyclists, which is having a positive economic impact.

Status of Other Plan Elements

The scope of the Cycling Master Plan project also includes developing cycling infrastructure design guidelines and functional plans for eight streets. The design guidelines will be used by staff completing detailed engineering designs for projects and the guidelines are nearing completion. Development of the functional plans for the eight corridors is underway. The plans have been completed for Charlotte Street (Park Street to Monaghan Road) and George Street (Romaine Street to Lansdowne Street) and these projects have been implemented as per Reports IPSTR20-025 – Cycling Facilities on Charlotte Street and IPSTR21-001 – Extension of Cycling Lanes on George Street. Work continues for the six remaining corridors and recommendations will be brought to Council in future reports to seek approvals.

Alignment with Transportation Master Plan

The Cycling Master Plan is one of the feeder studies supporting the completion of the Transportation Master Plan (TMP). The vision, goals and cycling scenario approved as part of the Cycling Master Plan were inputs into the “Future Transportation Strategy Development” Phase of the TMP. This work entailed undertaking an assessment of various integrated multi-modal transportation strategies to develop a recommended strategy to guide the completion of the TMP. The Transportation Master is adopting the network and policy recommendations contained in the Cycling Master Plan.

Summary

The Cycling Master Plan provides the blueprint to building a more cycling-friendly city and encouraging more people to choose cycling as a transportation option in Peterborough. There appears to be a high level of community support for the vision and goals, working towards becoming a leader in cycling.

The Cycling Master Plan includes recommendations for policies, programming and network development. The Accelerate-Spark scenario, approved by Council in July of 2021, includes recommendations for existing network improvements, a City-wide connector network for implementation in the short to medium term, and an ultimate cycling network.

The level of investment in programming, operating and network improvements/expansion will be approved by Council as part of the annual budget review process.

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Attachments

Appendix A: Cycling Master Plan Executive Summary