

Pedestrian and Cycling Master Plan

Terms of Reference

Regional Municipality of York

1.0 Study Background

The Regional Municipality of York is committed, through policies in both the Regional Official Plan and Transportation Master Plan, to changing public travel choices and providing a range of alternate transportation options for all users. The Region recognizes the many benefits of this, including improved health to its residents, cleaner air, a more efficient transportation network and reduced dependence on the automobile. It is only through the promotion of alternate travel modes such as walking, transit and cycling that the Region will reach its sustainable transportation objectives. In support of these objectives, the Region is committed to improving the pedestrian and cycling environment and recognizes that walking/cycling and its promotion, is an integral part of a publicly supported and balanced transportation system and that it forms a critical part of every person-trip.

The Region's Official Plan (ROP) sets ambitious targets in striving to shift public travel choices to minimize environmental impacts, the need for new and widened roads and avoid network delay and congestion. York's ROP, under Section 6.3 states that it is the policy of Council to "recognizes the importance of cycling and walking as an alternative form of transportation and aims to establish a bicycle path and walkway system in conjunction with local municipalities". The development of a Pedestrian and Cycling Master Plan is one step in steering the Region's growth over the next two decades and beyond, with a focus on improving both the pedestrian and cycling environment that supports and promotes alternative modes of transportation and results in a more liveable community.

It is the Region's objective to promote a safe environment for the use of bicycles and walking to work and for utilitarian purposes, for travelling within and between communities, as well as for leisure. Most of the local municipalities within York Region have already began the process of improving the network by preparing plans, policies and funding programs that support walking and cycling.

The Pedestrian and Cycling Plan will respond to the need to develop policies, guidelines and standards at the Regional level to take a leadership role and to support municipal efforts for the provision of cycling and pedestrian facilities and related infrastructure as well as the need to bring together policies and implementation issues. It is recognized that it takes more than bike lanes or recreational pathways/sidewalks to make the Region pedestrian and cycling-friendly. The plan will address how to improve cycling and pedestrian safety, education, enforcement and promotion, enhance modal integration, and the provision of trip end facilities. The proposed plan will also complement the Region's

“Making Great Regional Streets-A path to Improvement” which is currently being completed.

At the present time, it is the Region’s practice not to designate bicycle facilities on the paved general traffic lanes of Regional Roads. This is due in large part to cost and potential conflicts with vehicular traffic. While the Highway Traffic Act (HTA) recognizes the bicycle as a legal vehicle having rights to travel within the Region’s rights-of-way, the effect of the Region’s practice has been to delegate bicycle facilities to locations within the boulevard of Regional Roads.

Although most of the local municipal plans provide policies, guidelines and design standards and implementation measures for the development of both on and off-road local cycling networks, they do not address need for an integrated network throughout the Region. There are locations where expansion of the local system could facilitate network connectivity and consistency and help increase the level of walking and cycling in the Region. As such, the Region is looking towards the development of a comprehensive Pedestrian and Cycling Plan, which would improve the co-ordination of local municipal cycling and pedestrian initiatives and examine the range and different appropriate treatments for bicycles and pedestrians within the Regional Road allowance.

The Region of York is seeking proposals from qualified consultants to prepare a Pedestrian and Cycling Master Plan for the Regional Municipality of York. This plan will document cycling and pedestrian policies, guidelines and standards. It will assess the benefit to the Region in support of existing policies and programs and will also guide the Region and local municipalities in the development and implementation of new cycling and pedestrian infrastructure and programs to encourage people to walk and/or cycle and reduce their dependence on the car.

2.0 Study Purpose

The purpose of this project is to produce a comprehensive Pedestrian and Cycling Master Plan for York Region, which clearly outlines the Region’s short, medium and long term benefits for bicycle and pedestrian transportation and recommends a strategy for achieving such goals. In developing the strategy, the consultant will review existing policies, guidelines, and programs and recommend a comprehensive set of policies, design standards, critical elements, a capital works program, related infrastructure needs and educational programs for the development of an integrated pedestrian and cycling network plan that can be implemented across the Region. A significant portion of the study will be devoted to the development of the cycling network.

The objectives of the study are to:

- Examine existing cycling demand and conditions within the Region.
- Outline case studies and lessons learned from other Canadian cities (i.e. Toronto, Ottawa and Vancouver).
- Establish a pedestrian and cycling vision for the Region, as well as goals and objectives to help achieve this vision.

- Outline pedestrian and cycling policies with supporting design guidelines and standards.
- Guide the Region in the development and implementation of programs and facilities to encourage people to cycle and to reduce their dependence on the automobile.
- Develop an integrated cycling network plan and a network implementation strategy.
- Identify barriers and constraints to walking and cycling and propose solutions.
- Develop an implementation strategy for education, enforcement and promotion.
- Identify a continuous and connected pedestrian and cycling network in the urban and rural areas of the Region, which integrates and enhances the existing on and off-road cycling networks developed by local municipalities.
- Identify any other infrastructure along the Regional rights of way which may be necessary to fully achieve the benefits of the plan.
- Identify how the plan will be administered, including Regional and Local Municipal responsibilities, financing, risk management, staff resources, organization, maintenance and liability.
- Develop a short, medium and long-term capital works plan for the recommended network and program, recognizing the potential financial, legal and liability implications.

A pedestrian and cycling plan will address several major network elements, including:

- Design standards for construction and signage.
- Bike lanes, routes and other on-street facilities.
- Trails and paths suitable for cycling in parks, greenspace or hydro and rail corridors.
- Sidewalk deficiencies along the Regional road allowance.
- Connections between trails and on-street systems.
- Connections to transit facilities (YRT, TTC, Viva and GO).
- Street lighting deficiencies along the Regional road allowance.

The Plan development will entail a consultation program that will be designed to engage members of the public, public stakeholders and regional staff in conjunction with the local municipal staff at key phases of the study to ensure their support.

Inventory and mapping of the existing and proposed pedestrian and cycling network and the identification of its deficiencies will form a portion of the study. This will include a needs assessment and implementation strategy for future facilities and will address winter maintenance requirements.

Existing pedestrian and cycling policies, guidelines and standards will be reviewed and compared to best practices from other municipalities to seek improvements and efficiencies in the planning, design and implementation of facilities and programs. The Plan will also recommend practical and fiscally sound implementation strategies, identify higher order network and program costs and recommend a monitoring approach that will include performance measures. The Plan must be integrated with local municipal plans to determine appropriate partnerships.

3.0 Study Area

The consultant will examine urban and rural areas in the Region of York. The surrounding municipalities will be contacted to identify opportunities for integrating the Region's cycling routes with existing and proposed cycling routes in those municipalities.

4.0 Scope of Work

4.1 Phase 1: Vision, Goals and Objectives

Phase 1 of the project, development of the Background Working Paper, is intended to establish the context for the Regional Pedestrian and Cycling Plan. This paper will consist of background information as well as the draft vision, goals, and objectives for the Plan, as detailed below:

4.1.1 Develop Vision, Goals and Objectives

- In consultation with residents, businesses, stakeholder advisory groups, ad hoc committees as required and local municipal staff to develop goals and objectives for the plan, building on the pedestrian and cycling vision outlined in the Region's Official Plan and the Transportation Master Plan and those recommended by others.
- The vision will define the desired pedestrian and cycling environment for the Region in 20 years and include specific examples of what this could look like, building on any examples that currently exist. These goals will be specific and measurable and responsibilities for implementation will be identified;
- At this stage, local municipal plans will be reviewed at a cursory level to determine potential linkages between the plans and how these linkages support the vision, goals and objectives of the Regional Pedestrian and Cycling Plan.
- The goals, objectives, and vision will also include the rationale for the importance of walking and cycling for transportation, health, economic, environment, tourism, quality of life and community benefits for the Region of York's prosperity.

4.1.2 Review Background Information

- Review local municipalities' cycling and pedestrian policies, guidelines, and programs such as:
 - Design guidelines
 - Bicycle parking
 - Cycling and pedestrian safety
 - Cycling and pedestrian promotion and education
 - Enforcement initiatives (police and by-law)
 - Traffic operations practices affecting bicycles and pedestrians
 - Maintenance practices by season
 - Temporary conditions (e.g. construction)
 - Integration of multi-modal travel
 - Monitoring practices (e.g. cycling use, collision data)
- Identify similarities and differences
- Review provincial and federal policies, practices and programs setting the context for the Pedestrian and Cycling Plan

- Review both provincial and national legal frameworks surrounding pedestrian and cycling issues and funding opportunities.

4.1.3 Assess Existing Conditions

The Consultant shall, based upon existing background documents, data sources, survey results, experience from other municipalities and the Consultant's experience, prepare a background working document which includes the following:

- Document the benefits of pedestrian and cycling travel based on case studies and current research.
- Identify the rationale and potential future demand for cycling facilities within the Region.
- Document and illustrate "best practices" from other jurisdictions.
- Assess the directions of the local municipal bicycle plans and identify opportunities for Regional participation in the implementation of these plans.
- Identify opportunities and constraints (i.e. including funding opportunities) in the development of a pedestrian and cycling network in York Region.
- Prepare map (s) of the base inventory of existing and proposed on-street bikeways and off-street trails, including parks open space system and rail and hydro corridor opportunities.
- Prepare map (s) of the base inventory of existing and currently proposed sidewalks.
- Identify discontinuities in the existing systems and barriers to bicycle travel such as discontinuous routes, road construction and vehicular travel speed.
- Identify and map major attractions and generators of pedestrian and bicycle travel (for both commuter and recreational).

The Consultant will be provided mapping data recently assembled by Regional staff that illustrates the existing and proposed bicycle facilities within the Region (based upon a review of the local municipal sidewalk and cycling documents). This mapping will serve as the basis for network development. The Consultant shall validate the mapping with local municipal staff to confirm its accuracy.

4.1.4 Establish a Pedestrian Profile and Conduct Needs Assessment

The Consultant shall design and conduct an appropriate and statistically valid survey and consult with appropriate Advisory Committees, community groups, businesses and Agencies to identify both existing and latent use of cycling and pedestrian facilities as well as identify views, issues and concerns York Region residents have related to cycling and walking in the Region.

The consultant will review the recently completed Smart Commute initiative attitudinal survey (with 600 completed interviews for York Region) to determine if it satisfies the survey needs of this project. Also, the consultant will review the City of Toronto's 1999 Cycling Survey to obtain general attitudes towards cycling.

Further, the consultant will conduct a needs assessment to identify what features, changes or new actions on the part of the Region that would encourage residents and visitors to walk or cycle more often.

Findings from the survey shall be included in a background working paper.

4.1.5 Identify Best Practices and Lessons Learned

Identify best practices that may shape new pedestrian and cycling policies, guidelines and programs for the planning, design and operation of the following elements:

- Facilities such as sidewalks, shared-use pathways, bridges and structures.
- Pathway and sidewalk safety conflicts, mid-block crossing, street crossings, transit connections, bus stop areas and access, street design and access, turning channels.
- Signals, signage, pavement markings, street lighting.
- Pedestrian walking amenities, street furniture and obstacles.
- Safety and education programs.
- Traffic safety enforcement initiatives related to pedestrians.
- Promotion incentives and initiatives.
- Review guidelines accepted by recognized professional associations such as the Association of Pedestrian and Bicycle Professionals.
- Provide a summary with supporting illustrations of best practices and lessons learned from other municipalities and agencies in Canada and internationally.

5.0 Phase 2: Development of the Regional Bicycle and Pedestrian Plan

Phase 2 of the study will focus on the development of the various elements of the Regional Pedestrian and Cycling Plan. This includes the following items detailed below:

5.1 Policies and Guidelines

The Consultant shall develop pedestrian and cycling-related policies and program guidelines to outline implementation requirements for the Regional Pedestrian and Cycling Plan. The policies and program guidelines must be developed in consultation with other Regional Departments, the local municipalities and other identified stakeholders and are intended to provide direction on the formation and implementation of cycling and pedestrian programs recommended for the Region.

- Draft Official Plan policies for a pedestrian and cycling-friendly Region.
- Recommend and illustrate a set of consistent pedestrian and cycling standards for the planning, design and operation of such elements as: shared lanes, bike lanes, multi-use recreational pathways, exclusive bikeways, roadways where bicycles have priority, treatments at intersections, treatments at bridges and overpasses, signage, street lighting, traffic control signals and trip-end facilities (e.g. bicycle parking, showers and lockers).
- Recommend tools that can be used to implement the vision, goals, objectives and guidelines to encourage cycling and walking such as safety, education, enforcement, and promotion.

- Recommend ways to enhance the integration of walking and cycling with other modes of travel.
- Propose a monitoring strategy.
- Identify a process integrating cycling and pedestrian issues and facilities with development approvals.
- Recommend policies and procedures that would be required to incorporate pedestrian and cycling facilities as a component of the Region's Development Charge By-law and the Region's 10 Year Capital Plan.
- Identify the role and policies and procedures required in the Cycling Plan as it relates to the Regional Centres and Corridors.
- Recommend ways to make the Region a cycling and walking destination for tourists;
- Recommend policies for maintenance programs.
- Identify opportunities and strategies harmonizing, expanding, and modifying existing programs.
- Recommend innovative new policies and programs, where appropriate.

5.2 Network Development

The Consultant will develop a long-term Regional Pedestrian and Cycling Network building upon the existing draft on and off-road sidewalk and cycling a networks developed by the local municipalities.

The inventory and assessment should include:

- Identifying key cycling and pedestrian origins and destinations in the Region.
- Identify connections to transit, businesses and to other significant pedestrian trip generators (schools, churches, parks, employment, etc.).
- Identifying potential routes and linkages, including those utilizing hydro and other established corridors.
- Identify potential high use corridors based on current planning projections and on projected future travel patterns and connectivity for pedestrians and cyclists.
- Identify and investigate, as part of the needs assessment and through stakeholder consultation, problem/constraint areas in the Region and recommend priority areas.
- Identify the role of Cycling in the Centres and Corridor areas and the different types of design elements required to fulfill the Centers and Corridors vision.
- Identify areas of the Region (e.g. urban core, Centres and Corridors, tourist districts, urban/suburban/rural areas etc.) that require different types of design, density and range of pedestrian and cycling facilities recognizing that they may need to differ from one part of the Region to another.
- Identify the major constraints that would need to be overcome to allow cycling infrastructure within Regional road rights-of-way.
- The classification of different facility types, materials and a suggested criteria for use in different parts of the Region.
- Evaluating the routes and linkages, based on criteria including, but not limited to, land use, connectivity, accessibility, safety, crossing of barriers, traffic volumes, road capacity, parking and costs.

- Evaluate corridor route alternatives based on criteria such as: street design, accessibility, potential linkages to transit and other public gateways, traffic speeds and volume, safe crossings of arterial roads, compatibility with green space and natural area resources, directness for pedestrians and potential conflicts with other users (e.g. cyclists, in-line skaters, etc.).
- Evaluate and recommend a pedestrian and cycling facilities network including routes considered essential for year-round use and define a criteria for establishing route priorities.
- Recommending preferred designs (i.e. on-road or off-road) for both urban and rural areas of the Region.
- Identifying and mapping the Preferred Regional Pedestrian and Cycling Network. This will include municipal maps and a consolidated map of existing and proposed sidewalks, pathways and trails and identification of major physical constraints and barriers to pedestrians such as network discontinuities.

6.0 Phase 3: Implementation Strategy

Phase 3 of the study will focus on the development of the implementation strategy for the Regional Pedestrian and Cycling Plan. In this strategy the Consultant shall outline the actions necessary to support the implementation and administration of the Regional pedestrian and cycling network and program. At a minimum, the implementation strategy will address:

- How the proposed pedestrian and cycling policies and program guidelines will be fulfilled and what implementation tools will be required.
- How the plan will be administered, including Regional and Local Municipal responsibilities, financing, risk management, maintenance and liability.
- How much the Regional Cycling Network will cost (estimate).
- How the implementation of the Regional Cycling Network and other infrastructure will be funded.
- What the priorities and timing (both short and long-term) for the Plan (i.e. evaluate and rank initiatives according to overall network goals).
- Identify highest priority needs.
- Recommend a phasing plan including the level of funding and resources required to achieve network goals for 2007, 2011 and 2021.
- How the Plan fits into the capital works budget.
- How the implementation of an integrated cycling plan, pedestrian facilities and other necessary infrastructure will be evaluated and monitored.
- Prepare typical cross sections and pavement marking plan.
- Recommend a public education strategies on the benefits of the pedestrian and cycling network.
- Recommend maintenance policies for the networks.
- Identify a process integrating the proposed cycling and pedestrian network and other necessary infrastructure with development approvals and with road construction or reconstruction.

- Review and highlight where the current capital works program overlaps with the proposed pedestrian and cycling network.

7.0 Stakeholder Consultation

A public consultation strategy, involving the various municipalities and stakeholders (i.e. residents, businesses, Stakeholder Advisory Groups, Community Groups and internal regional staff) that will be affected by the plan, will be a very important component of this study. Innovative strategies for reaching out to the broadest possible audience, both to seek their input and develop their support for the Plan, will be essential to ensure that the plan will be implemented.

The consultant will work with stakeholders and will develop a public consultation strategy in conjunction with each affected municipality to seek input on the development of a comprehensive Pedestrian and Cycling Plan. Where such public consultation has already been completed as part of local municipal master plans, further public involvement may not be necessary. The Consultant, with the Region's Project Manager and local municipal approval, shall be responsible for all elements of stakeholder consultation. This shall include the following:

- Develop a consultation strategy to obtain input from the Municipal Advisory Committee, and other external stakeholders (i.e. Cycling Advisory Groups, Community Groups and businesses).
- Provide study information at key project milestones for posting on the Region's website.
- Facilitate consultation sessions with the Municipal Advisory Committee at key project milestones including: study initiation; completion of Phase 1 (Vision, Goals and Objectives) ; Phase 2 (Draft Regional Pedestrian and Cycling Plan); and Phase 3 (Implementation Strategy).
- Host a set of Public Consultation Centres (PCC) to obtain public input on the draft Regional Pedestrian and Cycling Plan. At a minimum, the Consultant should budget for the following:
 - An open house for study commencement.
 - One PCC at two locations.
 - Newspaper advertisements for the PCC in the local newspapers.
 - Booking of the venues.
 - Preparation of displays and handouts.
 - Attendance at the PCC.
- Present the final draft of the Regional Pedestrian and Cycling Plan at a joint public meeting of the Planning and Works Committees of Regional Council and area municipal Council as required.

8.0 Project Management

The Region's Project Manager and the Consultant Project Manager, or their designated alternates, will jointly manage the tasks and functions required to complete the assignment. The Consultant's Project Manager will make all day-to-day decisions, address requests for information, and provide direction to their staff. The Region's Project Manager must be:

- Kept informed of progress regularly.
- Copied on all correspondence.
- Consulted early about potentially significant or controversial issues, options considered and solutions adopted.
- Consulted prior to deviations from standards, specification and procedures; involved in meetings with stakeholders, if available.
- Consulted prior to significant schedule changes.

9.0 Meetings and Liaison

- Hold a project initiation meeting with the Region's Project Manager and other staff to:
 - Obtain relevant background information.
 - Identify the contact list of Regional and Municipal staff, and external review agencies.
 - Confirm the work program and schedule outlined in the Proposal.

Following the meeting, the Consultant may be required to update the work program and project schedule to reflect any changes discussed, and resubmit the documents to the Region's Project Manager for approval.

- Liaise and correspond with Regional staff, agencies and other public authorities to obtain and communicate study-related information.
- The Consultant shall plan and budget for at least six (6) meetings with the Region's Project Manager and other Regional staff; four (4) meetings with the Municipal Advisory Committee; one (1) meeting with each of the area municipalities; and one (1) Public/stakeholder meeting; one (1) Joint Planning and Works Committee Public Meeting; and three (3) additional meetings to be scheduled as required during the assignment.
- Arrange, attend, and prepare, issue and ratify the minutes of meetings; and provide written response (when requested) to inquiries raised at all meetings with Regional staff and the Municipal Advisory Committee. The Consultant shall issue correspondence resulting from the meeting (i.e. minutes, responses, etc.) within five (5) business days.
- Provide all elements of external public/stakeholder consultation, including but not restricted to using local municipal stakeholder lists and general newspaper notices, prepare and present material for two public consultation centres.
- Respond to any inquiries by the Region's Project Manager or other specified Regional staff, and provide responses to all questions and concerns raised at milestone meetings within five (5) business days.
- The external consultation elements are subject to pre-approval and participation by the Region's Project Manager and other appropriate Regional staff.

10.0 Project Schedule

- Update the Study schedule monthly and provide the updated schedule to the Region's Project Manager.

- Keep the Region's Project Manager and any other Regional staff identified by the Region's Project Manager informed of Study progress and potential schedule deviations on an ad hoc basis.

11.0 Timing

The following preliminary work schedule is proposed. The consultant should identify interim steps (submission of draft and final reports, meetings etc.) within the confines of the study's start-up and completion dates.

- November 2005 Study starting date
- January 2006 Phase 1 Report on Vision, Goals and Objectives
- February 2006 Phase 2 Report on policies, guidelines, standards and best practices
- April 2006 Phase 2 Report on Network Development and Evaluation
- May 2006 Phase 3 Report on Implementation Strategy
- June 2006 Final Pedestrian and Cycling Plan

The study must be completed by September 2006. Any reasonable steps that will advance the completion of the study will be considered.

12.0 Available Resources

To facilitate Consultants in the preparation of their proposals the following background documents are available from the Region.

- Vision 2026
- Regional Official Plan (ROP)
- Region Transportation Master Plan (TMP)
- Development Charges Study
- Map of Existing Sidewalks
- Making Great Regional Streets-A Path to Improvement (or any available information from this study)
- Map of Existing and Proposed Trails and Regional reports and maps as appropriate.

In addition, the following information can be viewed upon appointment with the Planning Department:

- Map of road network, school catchment areas and other pertinent map layers.
- Regional Capital Works Program for Roads, Water Supply and Sanitary Sewage.
- Aurora: '2005 Streets, Parks & Trails Map'
- Richmond Hill: 'Trails Master Plan'
- Vaughan: 'Pedestrian and Bicycle Master Plan Study', draft 2005
- Newmarket: 'Town of Newmarket- Walking and Biking Trails'
- Markham: Town Wide Bicycle System Study, 1998
- Markham: Draft Bikeway Implementation Strategy – Spine Network, Oct 2003
- Take a Hike Trail Guide, March 2002
- City of Toronto Bike Plan- Shifting Gears 2001

- City of Toronto's Inventory of Cycling Trail Opportunities, December 1998
- Durham: Draft Regional Bicycle Plan Study
- Brampton: City's Pathways Cycling Plan", 2003.

The Region will provide to the successful consultant the following information, where available:

- Local municipal cycling policies and guidelines.
- Relevant reports or policy documents related to cycling and pedestrian transportation.
- Regional Roads Design Guidelines.
- 2005 Commuter Behaviour Attitudinal Survey (Smart Commute Association).

13.0 Required Consultant Expertise

In their proposal the Consultant shall demonstrate expertise in:

- Pedestrian and Bicycle planning
- Transportation planning and engineering
- Community and recreation planning
- Facilitation and stakeholder consultation.

14.0 Deliverables

The Consultant shall provide and budget for the following:

One (1) single sided "print ready" hard copy and one (1) electronic version (Microsoft Word and Adobe Acrobat PDF) of the following documents:

- Draft and final versions of the Background Working Papers
- Draft, final draft and final versions of the Regional Pedestrian and Cycling Plan and Implementation Strategy (one each). The Consultant should anticipate considerable review and comment on the draft version, with input from the Regional Staff, the Municipal Advisory Committee and external stakeholders. The Consultant will produce the final Regional Pedestrian and Bicycle Plan and Implementation Strategy following the presentation to and approval by the Planning and Works Committees of Regional Council.
- Presentation materials (Microsoft Power Point and Adobe Acrobat PDF), plans, drawings and mapping not contained within the above-referenced documents.

Both the Background Working Papers and the Regional Pedestrian and Cycling Plan and Implementation Strategy should be prepared in colour, with consideration for black and white reproduction. The Region will be responsible for reproduction and distribution of the documents. Any mapping prepared should be provided to the Region as ESRI .shp files with projection details stated.

The final product of this study will consist of the following elements:

- 25 bound copies of the final report, including technical appendices which contain all of the background data collected and used in the analysis.

- One unbound master copy of the final report, with reproducible maps and drawings for reproduction by the Region.
- One copy of the final report in electronic format, with text in Word 2002 and maps in ArcView 9.