



# COMPLETE STREETS POLICY & IMPLEMENTATION GUIDE FOR GREY BRUCE

Guide prepared by

the Toronto Centre for Active Transportation  
&  
MMM Group Ltd.



Grey Bruce  
**HEALTHY COMMUNITIES PARTNERSHIP**  
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# Executive Summary

Communities across Canada are adopting policies and guidelines to implement Complete Streets, which are streets designed for all ages, abilities and modes of travel, and provide safe and comfortable access for all users. While Complete Streets are typically considered in an urban context, there is an increasing demand to create physical environments that support active living in rural communities as well. This requires understanding and addressing the unique characteristics and needs of both the urban and rural landscapes, and connectivity between them.



King Street in Kitchener, Ontario is an example of a Complete Street, as it incorporates wide sidewalks, public spaces and cycling infrastructure.

Source:  
<http://completestreetsforcanada.ca/examples/king-street-kitchener>

Several factors within Grey and Bruce Counties support consideration of Complete Streets, such as:

- an aging population
- high rates of physical inactivity
- high rates of motor vehicle usage
- growing interest and participation in cycling for transportation and tourism

There is a growing body of evidence about the health, safety and environmental benefits of Complete Streets. There are also economic and business benefits, as streetscapes that incorporate cyclist- and pedestrian-friendly features have been shown to increase property values, promote tourism and lower maintenance and operations costs for municipalities. While there are challenges within Grey and Bruce Counties (such as expansive distances that facilitate auto-dependency and cold snowy winters) there are nonetheless many context-sensitive opportunities to encourage active transportation, such as enhancing connectivity to existing trails and shorelines,

promoting tourism in all seasons, and piloting new ways to revitalize main streets in support of local businesses.

Fortunately, there are a supportive provincial policies in place (e.g. Provincial Policy Statement 2014, Ontario Cycling Strategy 2013), and forthcoming (e.g. paved shoulder legislation) and several Grey and Bruce municipalities that have official or strategic plans with a focus on integrating sustainable modes of transportation. There are also a growing number of Complete Streets best practices that can serve as a guide for policy development in Grey and Bruce Counties.

This guide is organized into four main sections. The **first section** provides a rationale for undertaking the project, an explanation of its structure and its intent for use. The **second section** provides an overview of the business case for implementing Complete Streets, as it applies to Grey and Bruce Counties.

The **third section** includes a demographic, socio-economic and travel behaviour profile of the Counties, followed by some notable challenges and opportunities unique to the area. It also includes a review of existing best practices that may be replicated and used as a guide.

The **fourth section** provides solutions and recommendations for ten concerns specific to Complete Streets in Grey and Bruce Counties: 1) removal of parking, 2) trip length, 3) disconnected cycling networks, 4) seasonal variation, 5) jurisdictional coordination, 6) missed tourism opportunities, 7) perception of safety, 8) liability, 9) specialized maintenance, and 10) funding. This section of the guide also covers key stages of implementation and will be most useful for policymakers and planners as it serves as a succinct organizational tool.

Based on a review of current policies and best practices, the guide provides six policy recommendations, specific to Grey and Bruce Counties:

- **Recommendation #1:** The Grey Bruce Health Unit should distribute this guide to applicable County and local municipal staff as a reference/guide; however, each municipality will make their own decisions regarding appropriate Complete Streets policy language and implementation. Additional education may be required and should be explored as needed.

- **Recommendation #2:** Grey and Bruce Counties and local municipalities should use the policies currently in place (e.g. Official Plans and Transportation Master Plans) as the basis for future policy development.
- **Recommendation #3:** Grey and Bruce Counties and local municipalities should identify existing policy deficiencies (using this document as a guide) and prioritize the necessary updates or new policies that need to be developed to establish support for Complete Streets and sustainable transportation.
- **Recommendation #4:** Grey and Bruce Counties and local municipalities should use the policy elements listed in Table 3 (*10 Elements of a Comprehensive Complete Streets Policy*) as a guide in the development of Complete Streets policies.
- **Recommendation #5:** Grey and Bruce Counties and local municipalities should consider the infrastructure and policy solutions in Section 4 (*Complete Streets in Grey and Bruce Counties: Moving Forward*) and the actions identified in Table 4 (Recommended Short and Long-Term Complete Streets Actions) and concentrate first efforts on those communities who demonstrate a readiness to adopt and thus have the greatest likelihood of success.
- **Recommendation #6:** Grey Bruce Health Unit should work together with Grey and Bruce Counties and local municipalities to develop an action plan (using this document as a guide) based on stage of readiness for implementation.

This project was financially supported by the Ministry of Health and Long-Term Care, Health Promotion Division, Healthy Communities Partnership Grant.

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Sauble Beach Bike Racks: <http://www.brucecounty.on.ca/business/spruce-the-bruce/before-and-after.php>

Southampton Street Scene: Peter McNeice Photography: <http://imageport.photoshelter.com/image/I0000yXsljCiKU.o>

Grey Bruce County Cyclists: <http://gb.cmha.ca/files/2013/12/sun-times-photo-from-news-article.jpg>

# 1.0 Introduction & Project Background

## 1.1 Overview & Rationale

Like many communities throughout Ontario, the Counties of Grey and Bruce face socio-demographic challenges that impact travel behaviour and transportation infrastructure. More specifically data trends show:

- An aging population, which affects mobility and accessibility issues.
- High rates of obesity and physical inactivity among all residents, including children, affecting both individual and community quality of life.
- High rates of motor vehicle usage, primarily due to the predominantly rural landscape and expansive distances between cities and towns, which impacts both the health of individuals and the environment.
- While many Grey and Bruce County residents use motor vehicles, a small but growing constituency rely on active transportation to get to work or school, including seasonal and migrant workers during summer months, teenagers and young adults, and the Mennonite community using horse and buggy.
- Cycle tourism is booming in Ontario: “In 2010 two million Canadian visitors went cycling while travelling in Ontario and spent \$391 million, which was an increase in spending over the previous year.”<sup>1</sup>

The goal of implementing Complete Streets is to enable safe access for all users including pedestrians, cyclists, transit riders and motorists in both urban and rural landscapes. By implementing policies, programs, infrastructure and processes that integrate Complete Streets into the design and development of County and local municipal roadways, there is the potential to address reduce auto dependency and encourage active forms of transportation.

### **1.1.1 What is a Complete Street & What does it mean for Grey Bruce?**

*A Complete Street is designed for all ages, abilities and modes of travel, where safe and comfortable access for pedestrians, cyclists, transit users and people with disabilities is integrated into transportation planning.<sup>2</sup>*

Complete Streets have typically been considered in the urban context where destinations are close enough together that they can be comfortably reached by walking, cycling and public transit. In rural areas, there is a heavier reliance on motor vehicles as a result of larger distances between the major and minor built-up areas for access to employment, recreation, and other day-to-day activities. While motor vehicles are an important component of both the urban and rural experience, Complete Streets policies are intended to ensure that our streets are safe and comfortable for *all* road users, not only motorists. There is no cookie cutter template or design for a Complete Street. Each street is unique and responds to its community context, whether it be a hamlet, village, rural road or urban centre. “A ‘complete’ street in a rural area will look quite different from a ‘complete’ street in a highly urban area, but both are designed to balance safety and convenience for everyone using the road.”<sup>3</sup>

### **1.2 How the Project was completed**

This project was a collaboration between the Toronto Centre for Active Transportation (TCAT) and MMM Group Ltd. TCAT’s primary contribution to the guide was to research local challenges and opportunities within Grey and Bruce Counties and develop the business case for adopting Complete Streets within municipalities. MMM Group compiled a list of relevant policies and best practices, and provided a guide for Complete Streets implementation. Throughout the duration of the project TCAT and MMM Group worked closely with, and sought guidance from, the Grey Bruce Health Unit and staff representatives at both the municipal and county level. Our team met in person with local representatives at the outset of the project and provided updates during weekly phone meetings.

The content for this project was taken from numerous sources, such as demographic profile reports, Community Improvement Plans, Official Plans, meeting minutes, by-laws, Master Plans, municipal studies, GIS resources, provincial and municipal policies, and advice from Grey and Bruce residents and municipal and county staff. Our team conducted a thorough review of the information available

within these resources, and extracted data that supported the argument for implementing Complete Streets. The images in this guide are either depictions of precedents from successful Complete Streets projects, or of existing road conditions within Grey and Bruce Counties.

This project was financially supported by the Ministry of Health and Long-Term Care, Health Promotion Division, Healthy Communities Partnership Grant.

### 1.3 Project Goal

The goal of this project was to develop a “made in Grey Bruce” Complete Streets policy based on needs, opportunities, and specific concerns of the region and that can be supported by local municipalities and adopted at the local level. Consideration for the urban and rural landscapes and connectivity between them was key.

### 1.4 How the Guide is to be Used

This guide is intended to provide foundational policy support for implementing Complete Streets in Grey Bruce. It is also a reference guide of best practices and emerging trends of successful Complete Streets policies and implementation. It is not an active transportation plan, a set of design guidelines, phasing plan for policy implementation, or feasibility assessment for infrastructure projects. However the guide could be used as a base to guide the development of other more specific detailed plans (e.g. a regional active transportation plan), mapping and route prioritization.

The following table summarizes the agreed-upon parameters of the outcomes of this guide.

The Guide Is...	The Guide Is not...
A toolkit for policy implementation	A set of design guidelines
A reference guide of best practices and emerging trends	A funding strategy and structure
A process for internal coordination and decision making	A phasing plan for policy implementation
A context sensitive policy guide for urban and rural areas	A detailed design or feasibility assessment for infrastructure projects
A tracking tool for policy performance and implementation	

## 2.0 The Business Case for Complete Streets

Improving the safety and comfort of vulnerable road users (e.g. cyclists, pedestrians, the elderly, children, and people with disabilities) are the primary benefits associated with Complete Streets. Other key considerations of Complete Streets are improving public health and the environment. Streets with wide sidewalks, bicycle lanes and other accessibility features that encourage walking and cycling can reduce diseases associated with physical inactivity, such as diabetes, cardiovascular disease and obesity<sup>4</sup>. Providing viable and attractive transportation options (e.g. public transit, walking, cycling) can reduce single-car usage, which decreases the amount of carbon dioxide emissions in the atmosphere and allows for more greenspace in urban settings<sup>5</sup>.

Less understood are the economic benefits of Complete Streets that are of significant concern to municipal staff, Councillors and small business owners that need to consider how any policy change affects the bottom line. Numerous studies reveal that Complete Streets are good for business: they spur private investments, create jobs in cities and towns, and are more cost-efficient to implement and maintain than single use roads<sup>6</sup>.

48% of Ontario By Bike businesses surveyed in Grey County state that cyclists create a regular stream of customers or are their core customers.

The same Grey County businesses were asked to estimate the numbers of cyclists served in the 2014 season, most reported business from cyclists either stayed the same or increased from previous year.<sup>7</sup>

Grey County Research		
BUSINESS TYPE	# OF CYCLISTS	
 BIKE SHOPS	1000-1500	
 TOURING COMPANIES	UP TO 400	
 CAFÉ/BAKERIES	400 - 1500	
 WINERY/BREWERY	40-200	
 ATTRACTIONS	250	
 B&B/CAMPGROUND	2-5	
 HOTEL	50	

### Businesses in the Cycle Tourism Marketplace

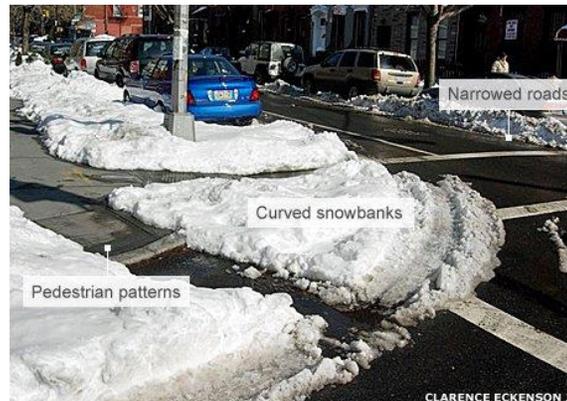
Complete Streets could benefit businesses and the local economy in Grey and Bruce Counties in several aspects unique to the area. They are:

- **Tourism:** It is estimated that, in total, summer and winter tourism contributes nearly \$360 million to Grey and Bruce Counties' economies<sup>7</sup>. Interest is growing in Grey and Bruce Counties as a destination for cycle tourism. A recent cycle tourism survey of Grey Bruce businesses found that 48% of Grey County businesses state that cyclists are regular or core customers and most say numbers of cyclists are increasing each year.<sup>8</sup> In 2014 alone, there were 50,000 copies of *Bruce County Cycling Routes* printed, 10,000 copies of *Cycle Simcoe - Oro Medonte Cycling Routes*, 30,000 copies of *Grey County Cycling Routes*, and 12,000 copies of *MTB The Bruce: Mountain Bike Trails*. Many of the Counties' golf courses, provincial parks, historic villages, and beaches are accessible by multi-use and rail trails, which can be used in all seasons by cyclists, skiers, and hikers. There is a strong argument for the Counties to invest in streets and infrastructure that connect to these trails, in the anticipation of increasing the capacity of tourists who are travelling to other recreational sites and amenities. There is also a great opportunity for the Counties to reap the local benefits of cycle tourism by promoting themselves as supporters of sustainable tourism and attracting more people to visit the area on bicycle. The rural nature of the Counties, the existing bike routes, paved shoulders, and beautiful shorelines are all natural draws for cyclists interested in long-distance touring
- **Increase in property values:** Streets that accommodate pedestrians, cyclists and mobility device users while featuring attractive landscaping and street furnishings can increase property values of businesses and homes in the vicinity. A study of 15 real estate markets in the United States revealed that a high neighbourhood WalkScore corresponded to an increase in property values<sup>9</sup>. This finding indicates that a safe neighbourhood that reduces barriers to employment, social services and recreation is valuable and will have strong economic returns. This is especially true when considering bicycle infrastructure; installing a bikeway in a North Carolina neighbourhood resulted in a \$5,000 increase in property values for the surrounding homes and businesses<sup>10</sup>. This is a strong incentive to enhance existing bicycle infrastructure and create new linkages in municipalities throughout Grey and Bruce Counties.

- Economic Revitalization:** Reducing single-car usage results in noteworthy financial savings for individuals. The National Complete Streets Coalition stated that Dallas, Texas and Cleveland, Ohio residents save approximately \$9,000 - \$10,000 per year by using public transit instead of driving<sup>11</sup>. These figures increase substantially when cycling or walking is used as the primary mode of transportation; residents can now use this expenditure that would otherwise be allocated toward car maintenance and associated costs, to invest in local economies. Although the aforementioned examples are primarily applicable to urbanized areas, there are also potential economic benefits to providing alternatives to single-car usage for rural areas. According to Owen Sound’s Transportation Master Plan, Grey and Bruce Counties are also affected by a “diseconomy” when considering transportation, implying that poor weather or driving conditions will affect transportation of goods to population centres within the Counties<sup>12</sup>. The cost increase of transporting goods and services will be passed on to customers, and thus have an effect on the health and vitality of the local economy. Including viable alternatives to driving between the Counties’ towns and cities, such as carpooling and community transportation service options, will reduce the number of motor vehicles on roads and ensure goods will reach their destinations safely and efficiently.

- Lower maintenance and operations costs:** There are substantial costs associated with maintaining and improving roads, particularly in northern areas prone to heavy snowfall. Due to the wide distances between the municipalities within the Counties, the poor winter driving conditions and an economy that heavily relies on ground transportation, operational costs are a large portion of the County and municipality budgets.

For example, the City of Owen Sound allocated nearly \$1,560,000 in their 2015 budget for snow removal costs, which is dependent upon external



An example of a sneekdown showing pedestrian patterns and extended curbs.

Source: <http://www.bbc.com/news/magazine-25788068>

costs such as fuel and salt prices and thus may fluctuate yearly<sup>13</sup>. Municipalities could potentially save money if roads were narrower and thus required less time and resources to clear.

Some roads have excess capacity, as evidenced by the “sneckdown” phenomenon referring to patterns created by snow showing where people actually drive. The extra unused road space indicates where streets could be narrowed and sidewalks extended to provide safer crossing distances for pedestrians<sup>14</sup>. Per kilometer costs of bicycle and pedestrian infrastructure is far lower than for other modes.<sup>15</sup>

## 3.0 The Context

### 3.1 A Grey-Bruce County Profile

Grey and Bruce Counties are located in the South West region of Ontario, which comprise 17 municipalities and two First Nation reserves. The Counties have a combined area of 8,600 kilometres squared, which contains a significant number of natural and cultural features such as the Niagara Escarpment, Bruce Peninsula, Georgian Bay shorelines, acres of farmland, historic towns and villages, campgrounds and resorts, National and Provincial parks, and a lengthy network of provincial roads. Grey and Bruce Counties present unique challenges when adapting for growth and planning safe and accessible streets. The following are key socio-demographic trends and considerations that influence future community planning.

#### Demographics

As of 2011, the combined population of Grey and Bruce Counties was 158,670, of which 53% live in rural areas and 47% live in small cities or towns<sup>16</sup>. From 2006 to 2011, the Counties’ population growth was only 0.6%, which is well below the provincial average of 5.7%<sup>1718</sup>. Both Grey and Bruce Counties distinguish between primary communities (regional service centres with a wide range of municipal servicing and amenities, such as cities and towns) and secondary communities (local service centres with limited municipal servicing and amenities, such as hamlets and villages).<sup>19</sup> With a population of 22,000 residents, Owen Sound is the largest municipality within the Counties and the only one to be classified as a “city.”

The Counties' median age is slightly older than 47 years old, with 20% of the population consisting of senior citizens (65 years of age or older), although the average ages vary among municipalities<sup>20</sup>. The oldest municipalities are Northern Bruce Peninsula and the Blue Mountains, with the highest senior population rates of 31.7% and 28.4%, respectively; Saugeen First Nation and Southgate are the youngest municipalities, with the highest youth rates of 24% and 19.6%, respectively<sup>21</sup>. The Counties are largely ethnically homogenous, as less than 2% of the population classifies as ethnic minorities<sup>22</sup>. The immigration rate is 8%, which is well below the provincial average of 28%<sup>23</sup>. The majority of residents speak English at home, although some households do speak French and Ojibway.

### **Income and Economy**

In 2005, the average household income in Grey and Bruce Counties was \$53,000 after tax median, which is lower than the provincial average of \$59,000<sup>24</sup>. Single parent families headed by women have the lowest income of \$31,000<sup>25</sup>. Income is varied throughout the Counties, as Saugeen Shores has the highest, while Chatsworth is the lowest.

The majority of residents own their own home, and 23% of residents spend more than 30% on housing costs<sup>26</sup>. Prior to the global economic downturn of 2008, Grey and Bruce Counties' unemployment rate was 5.3%, which was lower than the provincial rate of 6.4%<sup>27</sup>. From December 2007 to December 2008, the number of Grey and Bruce County residents receiving regular employment insurance as a result of unemployment rose by between 40–54%, indicating that the Counties were significantly affected by the economic crisis<sup>28</sup>. Grey and Bruce Counties' economy is heavily dependent on agriculture (approximately half of Grey-Bruce is farmland), manufacturing, health care and social services and retail trade.

The Bruce Nuclear Generating Station is the largest employer in Bruce County with 3,800 workers<sup>29</sup>. There exists a notable lack of job opportunities for youth in the Counties, with the retail, hospitality and restaurant sectors being the largest employment generators for youth. This has resulted in an exodus of young workers from the Counties to larger cities and population centres in search of employment in various sectors.

## **Transportation**

The large distances between population centres or towns within the Counties, combined with the relative isolation from other more populated areas in the province, influence the primary modes of transportation for residents. Eighty-eight percent of residents use a car as the primary mode of transportation to work, while most children are driven or bussed to school<sup>30</sup>. Even among secondary school students, driving is the common mode of transportation; the Hanover/Walkerton Active Transportation Committee revealed that a study sample of 16 youth spent 50% of their time driving to places such as school, work, friends' homes, shopping centres, church and recreational centres<sup>31</sup>.

Owen Sound is the only municipality within the Counties that provides a traditional municipal transportation system consisting of four routes travelling in east-west and north-south directions, and a specialized transit system that makes door-to-door visits for those with mobility issues. Both systems run on limited schedules, which may cause obstacles for those residents with mobility issues or who rely on buses to access destinations within the city. Residents of Grey and Bruce Counties also have access to some other forms of specialized public transit service providers (e.g. Saugeen Mobility and Regional Transit) and privately funded (e.g. Grey Bruce Airbus providing service to Pearson International Airport.).

### **3.2 Local Challenges & Opportunities**

Due to geographic, economic and demographic factors, Grey and Bruce Counties present unique challenges that differ from other municipalities throughout the province. While recognizing the circumstances that require distinct attention, it is also important to build upon the opportunities that are in place within the Counties, and enhance their contribution to implementing Complete Streets.

#### **3.2.1 Local Challenges**

##### **Physical Health**

The rates of certain illnesses and diseases in Grey and Bruce Counties are higher than those of the provincial averages, which is a significant concern for residents. The rate of deaths attributable to cardiovascular disease in Grey and Bruce Counties is 34.1%, which is higher than the provincial

average at 31.2%<sup>32</sup>. County residents also have higher than provincial average rates of ischaemic heart disease, cerebrovascular disease, colorectal cancers, and arthritis<sup>33</sup>.

The rate of overweight and obese residents in the Counties is 59%, which is significantly higher than the provincial average<sup>34</sup>. Forty two percent of residents are classified as inactive; physical activity is influenced by proximity to work, amenities, transportation systems, and nature. The Bluewater Nutrition Project also reveals that an alarming rate of 29% of children were categorized as overweight or obese, with a tendency for boys to exhibit these characteristics more than girls<sup>35</sup>.

Twenty six percent of the Grey and Bruce County population are categorized as being heavy drinkers (5 or more drinks a day for at least a month)<sup>36</sup>. There may be a direct correlation between higher rates of drinking and higher age-standardized mortality rates for unintentional injuries and motor vehicle crashes.

### **Seasonal Challenges**

All seventeen municipalities within Grey and Bruce Counties provide recreational facilities and promote tourism in the summer and winter months. Heavy snowfalls are common in the Counties, and there are regular instances where the Ontario Provincial Police may authorize the closure of roadways due to poor visibility and snowdrifts, as per Section 134 of the Highway Traffic Act<sup>37</sup>. This presents a hindrance to those who use provincial roads to access places of work, retail and school. During winter months, other uses of transportation are also common; snowmobiles are used to traverse off-road trails and can be parked on snow banks.

In the summer months, cycling along provincial roads is a popular form of tourism. Several active cyclists groups within the Counties have advocated for adding paved shoulders to provincial roads, particularly on routes with lower speeds, high volumes of cyclists, steep hills and twisting roads<sup>38</sup>. (All references in this guide are specific to paved shoulders that are at least one metre wide and are marked with a warning sign to drivers.<sup>39</sup> Buffered paved shoulders, which can include a rumble strip or



Example of a paved shoulder along Highway 10 in Chatsworth, Ontario.

Source: Sonya De Vellis.

buffer of two edge lines with or without diagonal hatching, will not be referred to throughout this guide.<sup>40</sup>) There is also a need to clearly identify on-road routes as potential connections to off-road trails<sup>41</sup>. Highway 6 is currently paved from Tobermory to Mar in Bruce County, and, there are additional opportunities for paving the shoulder on other provincial routes as well.

### **Urban and Rural Variations**

Given the expansive rural landscape and broad distances between population centres and tourist sites within Grey and Bruce Counties, auto-dependency is common among residents. Public transportation options between the Counties and larger municipal centres are not feasible due to lengthy trips or reduced service. Due to the small size of municipal centres within the Counties, as noted above, only Owen Sound has a public transportation system.

Several population centres within Grey and Bruce Counties have already developed and are implementing their own Community Improvement Plans (CIP). Located under Section 28 of *The Planning Act*, these plans are used to promote investment in historically and culturally significant districts within the urban centres, or a community improvement project area<sup>42</sup>. Several shoreline communities within Grey and Bruce Counties, such as Meaford and Saugeen Shores, emphasize in their CIPs the inclusion of elements like accessibility, improving pedestrian streetscapes, and intensification.

One unique aspect of redevelopment in Grey and Bruce Counties' cities and towns, however, is that several main streets (such as those that run through the downtown cores in Owen Sound, Wiarton, Saugeen Shores, Meaford and Markdale) are sections of provincial highways and roadways, and are subject to regulations that are separate from those by municipal governments. The Ministry of Transportation has jurisdiction over the road from curb-to-curb, which limits what municipalities are able to do when revitalizing



A Complete Street in an urban area (above) may have different characteristics than one in a rural setting (below).

Sources: <http://www.gcbl.org/blog/2013/05/cleveland-ponders-smart-growth-and-complete-streets-as-an-antidote-to-abandonment>  
<https://www.flickr.com/photos/torontocat/6283966826/in/photostream/>

streetscapes. Additionally, because these are provincial highways, motor vehicles travel through these communities to access other destinations within the Counties and province; therefore, heavy vehicular traffic and lack of parking is a constant challenge in the downtown cores. Jurisdictional coordination is also required where County Roads run through local settlement areas.

### 3.2.2 Local Opportunities

#### Connectivity

Grey and Bruce Counties' trail system showcases the region's best natural features, such as farmland, shorelines and wooded areas. While many of these trails are off-road, there exist opportunities to link them and create more seamless and safe connectivity to encourage cycling and other modes of active transportation throughout the Counties. Connectivity could exist in the form of paved shoulders along provincial roads, signed routes within city centres accompanied by sharrows, or trails running adjacent to shorelines and main roads within population centres. Quebec's Route Verte, a 5,000-kilometre network of multi-use trails and cycling surfaces, provides excellent precedence for the importance of connectivity<sup>43</sup>. Approximately 61% of the network is composed of on-road surface connections in the form of paved shoulders or special highway lanes<sup>44</sup>. This is beneficial, as the system connects and provides easy access to over 300 communities throughout the province, thus allowing cyclist tourists to spend \$134 million in cities and towns<sup>45</sup>.



Cyclists ride on the North Shore Trail, which runs from Port Elgin to Southampton along the shoreline of Lake Huron.

Source: <https://www.google.ca/maps/search/N+shore+road+saugeen/@44.3509729,-81.6095955,10z>

Connectivity is a very cost-efficient option that encourages safe cycling within the Counties. Since the infrastructure already exists in the form of off-road trails and roads, adding a paved shoulder or signage in towns is feasible for many municipalities. Promoting connectivity is also practical from a safety and maintenance perspective; providing access to towns along off-road trails means proximity to health care centres, bicycle repair shops, information kiosks, and nourishment to allow for an extended journey.

It also provides economic opportunities for those living in rural or remote areas, as it permits access to employment, social services and recreational activities in cities or towns. This is especially important when considering that people who do not have access to a car, especially the elderly, adolescents, people with disabilities, seasonal workers and low-income individuals, are well represented within Grey-Bruce County. Constructing connecting routes between trails, especially in an area that is not well served by public transit, eliminates barriers and creates equitable streets for those who do not have access to a car<sup>46</sup>. There is also a need to increase the frequency and area of service for privately and publicly funded transit systems within the Counties for residents who travel long distances to regional health and service centres, recreational areas or transportation hubs.

Connectivity could also mean enhancing or adding controlled pedestrian crossings, brightly painted crosswalks, sloped curbs and raised intersections within retail districts in order to encourage walking between businesses and leaving a car parked in one central location. This scenario is advantageous for those who perform many of their daily trips in one central location, and do not want to pay for parking in multiple locations. Walking short distances between stores also meets the Heart and Stroke Foundation's recommendation for 10-minute intervals of physical activity to lead a healthy lifestyle<sup>47</sup>.

### **Involvement of Local Cycling Groups**

Several cycling groups within Grey and Bruce that convene regularly and advocate for safe cycling routes also provide feedback to the Counties with regard to identifying key routes. These groups possess knowledge and experience with the conditions of trails and routes that is beneficial for policy makers when updating cycling infrastructure and amenities throughout the Counties. It is crucial that local municipal governments allow these groups to provide input into safer cycling, especially in areas with vast and varying landscapes, such as those within the Counties. Ontario's 2013 Cycling

Strategy states that one rationale for updating the 1982 Strategy is responding to increased stakeholder and public interest in cycling and mandates that moving forward, advocacy groups will be a key partner in continuing to develop safe cycling policies<sup>48</sup>. This indicates Ontario's commitment to involving cycling groups and building on the success of local champions within the cycling community when promoting cycling infrastructure.

### **Seasonal & Recreational Tourism**

Tourism plays a significant role in Grey and Bruce Counties' economy. In a 2011 survey regarding County roles in Economic Development Service Delivery, 32% of respondents stated that they were employed in the tourism or hospitality sector within the County<sup>49</sup>. In the same survey, 78% of residents noted that tourism is an extremely or very important economic development priority. Therefore, there exists an opportunity to ensure active transportation and Complete Streets play a significant role in supporting the tourism sector within the Counties.

Several studies have demonstrated the positive correlation between active transportation and increased tourism. As noted above, new research has found that cycle tourism sector in Ontario is growing, including in Grey and Bruce Counties.<sup>50</sup> Niagara Region, whose tourism sector also heavily consists of cycling in the summer months, revealed that bicycle tourists spent \$164 million in 2002, which created 5,000 jobs; the restaurant, retail and accommodation industries are the largest benefactors of this trend<sup>51</sup>. The same study found that bicycle tourists in Quebec spent 27% more daily as opposed to non-cycling tourists. This is significant as many of Grey and Bruce Counties' restaurants, cultural attractions and retail centres are located in towns and population centres that are in close proximity to the Counties' rail and off-road trails. There are also options for encouraging cycling along quieter, less travelled secondary roads rather than on-road routes, which may appeal to inexperienced cyclists. Tourists who cycle spend less on transportation costs and more on food, services and accommodations because food is their fuel!

Encouraging cycling is also beneficial from a tourism perspective in the winter months, as there is an opportunity to promote trails and route markings to hikers, snowshoers, or cross-country skiers, such as those along the Route Verte in Quebec. Ensuring that municipal streets and sidewalks are cleared during winter in the Counties may also promote greater usage of other off-road trails.



## Improved Aesthetics for Towns

Complete Streets have the benefit of being aesthetically pleasing as well as functional. One method of connecting trails is to categorize main streets as signed routes that link to other trails and tourist amenities. A town that facilitates the flow of increased cyclist and pedestrian activity will also place a greater emphasis on adding sidewalk seating, landscaping and improving facades of businesses in the main retail and commercial districts.

An example of improved aesthetics due to active transportation is in Lancaster, California, where a downtown revitalization project incorporated many pedestrian-friendly features, such as a pedestrian-only plaza, wide sidewalk and traffic calming measures. This project attracted \$125 million in private investment, as did a project in Mountain View, California, which attracted \$150 million in private investment for a redesign of a pedestrian-friendly street<sup>52</sup>. These projects set a precedent for investments and funding that not only beautify the street and surrounding area, but also encourage cycling and walking. Bruce County's successful "Spruce the Bruce" downtown improvement program has used capital resources to revitalize municipalities within the County while adding pedestrian-friendly features and preserving the uniqueness of the main streets<sup>53</sup>. This program could serve as a model for other revitalization projects in Grey County and other municipalities.



The Warton Fitness Centre, before (left) and after facade improvements funded by the "Spruce the Bruce" program (right).

Source: [http://www.southbrucepeninsula.com/en/economicdevelopment/Facade\\_Improvement\\_Program.asp](http://www.southbrucepeninsula.com/en/economicdevelopment/Facade_Improvement_Program.asp)

### 3.3 Current Policies & Best Practices

#### 3.3.1 Building on What's in Place: Policy Review

The intent of this assignment is not to reinvent the wheel, but instead to build on the policy work already completed at the provincial, County and local municipal level. An initial step in the development of the policy guide was a review of relevant policies and plans to establish a more detailed understanding of the current state of policies at all levels of government. It is with this common understanding of the current state of policies, both successes and deficiencies, that future policy revisions and additions will be made.

From a policy perspective land-use, transportation and active transportation planning is guided by the following provincial policies:

<b>Planning Act: Bill 51 Plan Reform</b> – Bill 51 reforms the original planning act and provides a framework and guide for land use planning throughout Ontario. The bill supports intensification, sustainable development and the protection of green space. The bill allows municipalities to require environmentally sustainable design for buildings and neighbourhoods and identifies sustainable development as a province wide goal / objective.	<b>Relevant Sections:</b> Section 2(q) Section 4.2 (d) & (e) Section 25 (b)
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Source: <a href="http://www.e-laws.gov.on.ca/html/statutes/english/elaws_statutes_90p13_e.htm">http://www.e-laws.gov.on.ca/html/statutes/english/elaws_statutes_90p13_e.htm</a>	
<p><b>Provincial Policy Statement Update (2014)</b> – The recent update to the Provincial Policy Statement outlines a framework for land use planning and development for municipalities. The document sets out guidelines for sustainable development and promotes planning for transportation choices such as walking, cycling and other forms of sustainable transportation. The policy prioritizes the movement of people and goods as opposed to solely motor vehicles. PPS 2014 section 1.5.1(a) states: “Healthy active communities should be promoted by:</p> <p>a) planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity.”</p>	<p><b>Relevant Sections:</b>  Section 1.1.3.2  Section 1.4.3  Section 1.5.1  Section 1.6.5  Section 1.6.7.4  Section 1.8.1</p>
Source: <a href="http://www.mah.gov.on.ca/Page215.aspx">http://www.mah.gov.on.ca/Page215.aspx</a>	
<p><b>Highway Traffic Act</b> – Bicycles are recognized as a vehicle under the Highway Traffic Act (HTA) and are legally permitted to operate on public roadways with the same rights and responsibilities. Bicycles, however, are not currently permitted on controlled access freeways / Kings highways or roadways that restrict access by bicycles through a zoning by-law. The HTA speaks to a number of cycling policies including bike lanes on municipal roadways, motor vehicles interacting with bicycles, bicycles being overtaken and regulating or prohibiting bicycles on highways. Most recently, Bill 31, which features several amendments specific to pedestrians and cyclists, has recently undergone its second reading at the legislature. With the future passing of this bill motorists will now be required to permit 1m when passing cyclists in a shared lane including a paved shoulder or bicycle lane. It will also remove the restriction of cyclists on paved shoulders on Kings Highways and will allow municipalities to approve the use of lenses for bicycle signals.</p>	<p><b>Relevant Sections:</b>  Section 1.1  Section 103.1  Section 104  Section 144  Section 148  Section 151  Section 185  Section 191.8</p>

Source: <a href="http://www.e-laws.gov.on.ca/html/statutes/english/elaws_statutes_90h08_e.htm">http://www.e-laws.gov.on.ca/html/statutes/english/elaws_statutes_90h08_e.htm</a>	
<b>#CycleON: Ontario’s Cycling Strategy</b> – In 2012 the MTO published the draft cycling strategy that acknowledges the importance of cycling infrastructure for a vast number of community benefits. The strategy provides a provincial vision to “develop a safe cycling network that connects the province, for collision rates and injuries to continue to drop, and for everyone from the occasional user to the daily commuter to feel safe when they get a bicycle in Ontario”. The strategy sets our recommended infrastructure, legislation changes and enhancement including proposed changes to the Highway Traffic Act.	Relevant Sections: Action 1.2 Action 1.4 Action 2.1 Action 2.2 Actin 3.1 Action 4.2 Action 5.3 Action 5.4
Source: <a href="http://www.mto.gov.on.ca/english/publications/ontario-cycling-strategy.shtml">http://www.mto.gov.on.ca/english/publications/ontario-cycling-strategy.shtml</a>	
<b>Accessibility for Ontarians with Disabilities Act</b> – The policy calls on the public to adhere to a consistent level of service and set of standards related to accessibility. A revision to the act released in 2013 includes requirements for the design of the built environment. The standards apply to new construction and the redevelopment of existing facilities including open spaces such as exterior paths of travel, accessible parking and recreational trails.	Relevant Sections: Section 80.5 Section 80.7 Section 80.8 Section 80.10 Section 80.30
Source: <a href="http://www.e-laws.gov.on.ca/html/statutes/english/elaws_statutes_05a11_e.htm">http://www.e-laws.gov.on.ca/html/statutes/english/elaws_statutes_05a11_e.htm</a>	
<b>Municipal Act (2001)</b> – The Municipal Act gives municipalities the flexibility to address important issues related to development. It recognizes the jurisdiction municipalities have over municipal highways including policies related to the maintenance of these facilities which in turn is determined by the facilities that are incorporated into roadway design.	Relevant Sections: Section 24 Section 28 Section 55 Section 62.1(1)

Source: <a href="http://www.e-laws.gov.on.ca/html/statutes/english/elaws_statutes_01m25_e.htm">http://www.e-laws.gov.on.ca/html/statutes/english/elaws_statutes_01m25_e.htm</a>	
<p><b>Ontario Trails Strategy</b> – The strategy was developed in response to the need for a more structured approach to trail development throughout Ontario. It is a long-term strategy that outlines a provincial direction for the planning, management and promotion of trails. There are five strategic directions including improving collaboration with stakeholders, enhancing the sustainability of Ontario trails, enhancing the trail experience, educating Ontarians about trails and fostering better health and a strong economy through trails. One of the key recommendations is the development of common standards to guide the development of trails.</p>	<p>Relevant Sections: Section 4.0 (pages 12 – 22)</p>
Source: <a href="http://www.mtc.gov.on.ca/en/sport/recreation/A2010_TrailStrategy.pdf">http://www.mtc.gov.on.ca/en/sport/recreation/A2010_TrailStrategy.pdf</a>	
<p><b>Transit Supportive Guidelines (2012)</b> – Transit supportive guidelines were updated to reflect the planning principles of compact, transit-supportive communities. The policy builds on plans developed over the past 10 years and includes 50 guidelines and 450 specific strategies to guide planners, developers and designers in creating communities that support transit infrastructure and transit ridership. The document also provides support for the development of pedestrian and cycling connections in urban and rural communities.</p>	<p>Relevant Sections: Section 1.1.6 Section 2.1 Section 2.2 Section 2.5 Section 3.2 Chapter 4</p>
Source: <a href="http://www.mto.gov.on.ca/english/transit/pdfs/transit-supportive-guidelines.pdf">http://www.mto.gov.on.ca/english/transit/pdfs/transit-supportive-guidelines.pdf</a>	
<p><b>Niagara Escarpment Plan (2005)</b> – Currently undergoing review by the Province, this plan provides criteria for growth management to ensure that development occurs without compromising the natural landscape and character of the Escarpment. This plan specifically ensures that a) the construction of any transportation or utility facilities, b) priority pedestrian and cycling routes along the Bruce Trail, and c) development of urban areas minimize the impact on the natural and protected landscape in Grey and Bruce Counties.</p>	<p>Relevant Sections: Part 1.6 Part 1.7 Part 2.15 Part 2.16 Part 3.2</p>

Source:

[http://escarpment.org/\\_files/file.php?fileid=fileYglpwqjbAT&filename=file\\_NEP\\_Office\\_Consolidation\\_November\\_13\\_2014\\_FINAL\\_s.pdf](http://escarpment.org/_files/file.php?fileid=fileYglpwqjbAT&filename=file_NEP_Office_Consolidation_November_13_2014_FINAL_s.pdf)

In addition to the provincial policies that provide support for sustainable transportation and Complete Streets there are also some County and local municipal policies that include wording which guide the planning and design of alternative modes of transportation. An overview of relevant policies establishes an understanding of the basis from which future policies will be developed.

This exercise also provides a deeper understanding of the current processes for decision making that exist between those responsible for the planning, design and implementation of Complete Streets. In Grey and Bruce Counties there are two tiers of government that influence the decisions being made. Policy and decision making related to community planning is guided by County policies including but not limited to those listed below.

**Bruce County Official Plan** - The Bruce County Official Plan makes reference to the design of transportation facilities based on the principles of integration, safety and connectivity.

**Relevant Sections:**

Section 3.4.2(i) - Develop adequate and appropriate transportation systems and facilities that move people and goods in a safe, environmentally responsible and economically efficient manner within the County, and between the County and other areas.

Section 4.4.4.1.1(v) - The County and local municipalities shall support opportunities to increase the supply of housing through intensification and redevelopment in appropriate locations, taking into account municipal services, existing facilities such as parks and schools, all modes of transportation, including walking and cycling, compatibility with adjacent land, environmental considerations, health and safety, and the demonstrated demand for the proposed type of dwellings.

Section 4.6.2.1 - County Council supports planning, design and operation of a fully integrated County transportation network composed of Provincial Highways, County roads, local roads, scenic roads, railways, recreational trails, airports and harbours.

Section 5.2.2.4 - Local Official Plans - provides details on required sections that should be outlined in local official plans should they be prepared and / or updated and makes reference to recreation and open space including active and passive recreation.

**Grey County Official Plan** - Grey County's Official Plan focuses on the technical coordination of transportation infrastructure. There is minimal reference to the process of integration of different jurisdictional transportation systems, including the Provincial Highways, into the County Road system.

Section 6.12.1 - Grey County Official Plan states new applications for plans of subdivisions or condominiums should consider such active transportation elements as access to public transit, connections to trails, improving walkability and cyclability, and accessibility features.

**Grey County Transportation Master Plan** - Grey County's Transportation Master Plan provides more specific details and direction on the planning, design and implementation of transportation facilities and infrastructure. Section 4.0 speaks specifically to the design of an active transportation system and provides some direction on next steps (Section 4.6) including the development of a formal active transportation plan (page 67) and establishing a system of connected routes and facilities (page 67).

**Grey County Paved Shoulder Policy** - In 2009 Grey County developed a paved shoulder policy that specifically identifies that paved shoulders are intended to be used by non-motorized uses including cyclists and pedestrians. Guided by the design standards outlined in OTM Book 18: Cycling Facilities paved shoulders are to be implemented to facilitate rural active transportation connectivity throughout the County. This policy is being reviewed and will likely be updated as per the recommendations of the Transportation Master Plan.

**Grey County Recreational Trails Strategy** - This review focused on active transportation and sustainable transportation improvements within the road right-of-way and immediately abutting the road but it also took into consideration potential connectivity with off-road trails. The County's 2009 recreational trails strategy sets out a long-term strategy for the implementation and management of trail systems as well as a set of recommendations for future improvements.

Some of the local municipalities have developed Official Plans to guide the planning of specific communities or built up areas. There are also other policies and plans that establish visions or provide some guidance on future community development and design. A review of applicable local municipal policies was undertaken and those that make reference to the planning, design and implementation of healthy communities, sustainable transportation, trails, etc. are noted in the table below.

Table 1 – Summary of Municipal Policies / Plans which Support Complete Streets

Municipality	Applicable Policies
City of Owen Sound	<ul style="list-style-type: none"> <li>▶ Official Plan</li> <li>▶ Community Improvement Plans</li> <li>▶ Recreation Master Plan</li> <li>▶ Recreation Trails Master Plan</li> <li>▶ Transportation Master Plan</li> </ul>
The Blue Mountains	<ul style="list-style-type: none"> <li>▶ Official Plan (2007)</li> <li>▶ Corporate Strategic Plan (2005)</li> <li>▶ Leisure Activities Plan (2006)</li> </ul>
Town of Hanover	<ul style="list-style-type: none"> <li>▶ Asset Management Plan (2013)</li> <li>▶ Official Plan (2014)</li> </ul>
Municipality of Meaford	<ul style="list-style-type: none"> <li>▶ Downtown Community Improvement Plan (2008)</li> <li>▶ Official Plan (2004)</li> </ul>
Township of Chatsworth	<ul style="list-style-type: none"> <li>▶ County of Grey Official Plan (2013)</li> </ul>
Township of Georgian Bluffs	<ul style="list-style-type: none"> <li>▶ Strategic Plan (2008)</li> <li>▶ Official Plan (2012)</li> </ul>

Municipality	Applicable Policies
Municipality of Grey Highlands	<ul style="list-style-type: none"> <li>▶ Strategic Plan 2013 -2018 (2013)</li> <li>▶ Official Plan (2001)</li> </ul>
Township of Southgate	<ul style="list-style-type: none"> <li>▶ Official Plan (2006)</li> </ul>
Municipality of West Grey	<ul style="list-style-type: none"> <li>▶ County of Grey Official Plan (2013)</li> <li>▶ Strategic Plan (2011)</li> </ul>
Town of Saugeen Shores	<ul style="list-style-type: none"> <li>▶ Official Plan (2006)</li> <li>▶ Waterfront Master Plan (2013)</li> <li>▶ Asset Management Plan (2012)</li> <li>▶ Port Elgin Corridor Neighbourhood Plan</li> <li>▶ Parks &amp; Trails Master Plan (2004)</li> <li>▶ Design Guidelines (2009)</li> <li>▶ Shores Signage &amp; Wayfinding Strategy (2011)</li> </ul>
Municipality of Kincardine	<ul style="list-style-type: none"> <li>▶ Official Plan</li> <li>▶ Integrated Community Sustainability Plan (2012)</li> </ul>
Municipality of Brockton	<ul style="list-style-type: none"> <li>▶ Recreation &amp; Leisure Services Master Plan (2011)</li> <li>▶ Winter Maintenance Strategy (2000)</li> </ul>
Town of South Bruce Peninsula	<ul style="list-style-type: none"> <li>▶ Official Plan (2001)</li> </ul>
Municipality of Arran-Elderslie	<ul style="list-style-type: none"> <li>▶ Official Plan (2004)</li> </ul>

Municipality	Applicable Policies
Township of Huron-Kinloss	<ul style="list-style-type: none"> <li>▶ Official Plan</li> <li>▶ Cultural Action Plan (2013)</li> </ul>
Municipality of South Bruce	<ul style="list-style-type: none"> <li>▶ Official Plan (2014)</li> </ul>
Municipality of Northern Bruce Peninsula	<ul style="list-style-type: none"> <li>▶ Official Plan for Secondary Urban Areas</li> <li>▶ Parks &amp; Recreation Plan (2012)</li> <li>▶ Strategic Plan (2009)</li> </ul>

**Recommendation #1:** The Grey Bruce Health Unit should distribute this guide to applicable County and local municipal staff as a reference/guide; however, each municipality will make their own decisions regarding appropriate Complete Streets policy language and implementation. Additional education may be required and should be explored as needed.

**Recommendation #2:** Grey and Bruce Counties and local municipalities should use the policies currently in place (e.g. Official Plans and Transportation Master Plans) as the basis for future policy development.

**Recommendation #3:** Grey and Bruce Counties and local municipalities should identify existing policy deficiencies (using this document as a guide) and prioritize the necessary updates or new policies that need to be developed to establish support for Complete Streets and sustainable transportation.

### 3.3.2 Supporting Complete Streets in Grey and Bruce Counties

#### Best Practices Review

When moving forward with the planning, design and implementation of Complete Streets it is important to have a strong understanding of some of the key Complete Streets best practices - local,

national and international. Complete Streets is a growing movement. There are a number of best practices now available that the Health Unit and the Counties of Grey and Bruce can learn from.

Though this is a policy oriented assignment - effective, efficient and successful implementation of Complete Streets initiatives / projects will be influenced by policies, infrastructure design, programming initiatives and a strong supportive process to guide day to day decision making.

To inform the best practices review the project team reviewed examples of successes in these four “categories” from local, national and international communities. It is important to note that the best practices review focused on two “criteria”:

- That the community was of a similar scale including rural areas and pockets of built-up communities / villages / municipalities / cities; and
- It could provide either relevant or inspirational references for upper and lower tier municipalities.

The following table provides an overview of the findings of the best practices review. They have been organized based on the four categories and the geographic location / reference where the information was gathered.

Table 2 – Summary of Best Practices Review

Best Practices Category	Example
<b>POLICIES</b>	
Include clear, succinct and unequivocal language (e.g. “must” or “shall”)	Smart Growth America (SGA) Awards 2014
Address a broad range of travel modes	SGA Awards 2014
Address all projects and phases	SGA Awards 2014
Include clear and accountable exceptions	SGA Awards 2014
Address private development	SGA Awards 2014

Best Practices Category	Example
Link development parameters (use, intensity, form) to street characteristics	London, ON
Establish parking maximums for new development	Grand Prairie, AB
Change zoning, subdivision codes, right of way standards to ensure newly built or redesign streets are aligned with Complete Streets policies	SGA Workbook
Specifically identify in your CS policy the design manuals that will be used for guidance - not always necessary to develop your own guideline, but be clear about which ones will be used	SGA Workbook
Establish how land use goals and transportation goals will be integrated to create vibrant communities	SGA Workbook
Identify which pre-existing land use goals / visions the CS policy can tie into	SGA Workbook
Develop distinct approaches for urban, suburban and rural areas	SGA Workbook
Integrate stakeholder and user views	SGA Workbook
Identify the measures that are currently used to evaluate success either at the project level or the community level	SGA Workbook
Establish the indicators that will be used to gauge the success at the project and / or community level	SGA Workbook
Assign a time parameter for performance measures (short term / long term)	SGA Workbook
Identify how data can be collected most efficiently and who is / will be collecting it	SGA Workbook
Add language recognizing that the degree of accommodation for each mode will vary from one street to another; all permitted users must be afforded basic accommodation	SGA Workbook

Best Practices Category	Example
Provide public sector employees with access to a bicycle share program for short work trips	Changelabsolutions.org
<b>INFRASTRUCTURE</b>	
Comprehensive network for all users	SGA Workbook
Provide specific guidance for transportation infrastructure that is constructed in conjunction with private development and subdivisions	SGA Workbook
Set specific goals to increase connectivity	SGA Workbook
Identify opportunities to connect non-motorized networks	SGA Workbook
Design main streets in urban context to be flexible for different purposes. For example, design on-street parking to easily be converted to patio or sidewalk space	Kitchener, ON
Use priority lists to determine where sidewalk improvements (filling gaps, widening) or crossing improvements will be most effective and supported	Grand Prairie, AB
Maintain sidewalks year round (Grand Prairie, many others) and multi-use trails year round	Peterborough, ON
Invest in a high quality public realm in strategic locations such as Main Streets and waterfronts to demonstrate the potential for Complete Streets	Port Hope, ON
Provide abundant and clearly visible bicycle parking	Kitchener, ON
Ensure that intersections and traffic signals accommodate cyclists (phasing, detection, cross rides)	Caledon, ON
Provide sidewalks on both sides of the street and cycling facilities with designated space or separation from motor vehicle traffic near schools	Caledon, ON

Best Practices Category	Example
Address physical barriers such as bridges, high volume intersections, etc. that may discourage pedestrians and cyclists, and develop a plan to improve AT conditions (including exploring wayfinding solutions).	Waterfront Trail (e.g. Port Hope, ON)
<b>PROGRAMMING</b>	
Facilitate street events that temporarily pedestrianize urban streets	Kitchener, ON
Safe routes to schools programs	Changelabsolutions.org
Integrate active transportation into tourism promotion highlighting trails, waterfronts, and main streets	Niagara Region, ON
Develop a business case for implementing a Complete Street on the main street(s) in a town and meaningfully engage business owners to build a broad support base for Complete Streets	Oakville, ON
<b>PROCESS</b>	
Clearly outline implementation steps in policies	SGA Awards 2014
Establish a clear process for the design of Complete Streets and outline the steps needed	Charlotte, NC
Assemble a Complete Streets team of employees from various departments and assign meaningful responsibility to this team for implementing	Grand Prairie, AB
Review projects and proposals not just for their impact on walking but on their potential to support more walking	Grand Prairie, AB
Maintain a dialogue with groups that represent persons with disabilities and the elderly, and integrate recommendations accordingly	Grand Prairie, AB
Use gas tax to fund Complete Streets investments	Brantford, ON

Best Practices Category	Example
Explore the level of interest with neighbourhood associations in implementing pilot projects	Grand Prairie, ON
Assign a specific department to be responsible for pedestrian initiatives	Grand Prairie, ON
Identify which department, agencies and jurisdictions have control / interest in streets and how / when they should be integrated into the street design process	SGA Workbook
Coordinate with neighbouring jurisdictions	SGA Workbook
Develop documents to guide network-related decision making (if they don't exist elsewhere)	SGA Workbook

### **Key Policy Elements & Considerations**

Policies that support Complete Streets in Grey and Bruce Counties will need to address context sensitive considerations for both its urban and rural areas. The different geographic, socio-demographic, infrastructure, tourism and land-use planning characteristics will be a strong influence in the development and application of Complete Streets policies. Recommended policy solutions identified in Section 4.1 below are based on a review of model policies and the best practices review above.

Adopting Complete Streets policy language into Official Plans, Transportation Master Plans and other official policy documents, within both the Grey and Bruce Counties and local municipalities, will provide the vision for how and why each community wants to complete their streets, and the direction for how to implement this vision whenever a street is being newly built or re-designed.

A policy measurement tool<sup>54</sup> to rate the strength of Complete Streets policies was developed by the U.S. based National Complete Streets Coalition. TCAT adapted this tool (below in Table 3)<sup>55</sup> for the Ontario policy context to assist municipal staff in developing their own Complete Streets policies and guidelines specific to their local context. Both TCAT and the Complete Streets Coalition produce and make freely available on their websites a wide range of resources that municipalities can use when

updating their transportation and land-use policies. TCAT, on its Complete Streets for Canada website, offers case studies, analysis, design, and policy language examples from across the country (<http://completestreetsforcanada.ca/map>). The Complete Streets Coalition provides a wealth of policy and implementation tools including model language<sup>56</sup> from over 700 adopted Complete Streets policies (as of February 2015) and an annual report ranking the best policies.<sup>57</sup>

Table 3 – 10 Elements of a Comprehensive Complete Streets Policy

#	Element	Description
1	<b>Language &amp; Intent</b>	Uses strong policy language such as “must implement” or “will implement” when referring to Complete Streets elements.
2	<b>Users &amp; Modes</b>	Must mention, at minimum, that “all users” includes pedestrians, bicyclists and transit users of all ages and abilities
3	<b>Applies to all Projects</b>	Must apply to all projects including new projects, retrofit/reconstruction projects, and repair/maintenance and/or other projects for the entire right-of-way.
4	<b>Exceptions</b>	Exceptions to the policy are clear and require a procedure for approval.
5	<b>Encourage Connectivity</b>	Aims to create a comprehensive, integrated, connected network to benefit all users and modes.
6	<b>Jurisdictions</b>	Is adoptable by all agencies to cover all roads at the municipal, regional/county/district, and provincial level.
7	<b>Design Criteria</b>	Cites the use of the latest and best design criteria and guidelines to aid in implementation.

#	Element	Description
8	Community Context	States the context of the roadway and the surrounding community context dictates what Complete Streets elements will be accommodated.
9	Performance Measures	Establishes performance standards with measurable outcomes.
10	Implementation Plan	Includes specific next steps for policy implementation.

As Grey and Bruce Counties move through the next steps and embarks on the development of policies and strategies that guide the planning, design and development of Complete Streets in the County and local municipal context these elements should be considered and addressed to ensure that there is alignment between the efforts undertaken.

**Recommendation #4:** Grey and Bruce Counties and local municipalities should use the policy elements listed in Table 3 (*10 Elements of a Comprehensive Complete Streets Policy*) as a guide in the development of Complete Streets policies.

**Recommendation #5:** Grey and Bruce Counties and local municipalities should consider the infrastructure and policy solutions in Section 4 (*Complete Streets in Grey and Bruce Counties: Moving Forward*) and the actions identified in Table 4 (Recommended Short and Long-Term Complete Streets Actions) and concentrate first efforts on those communities who demonstrate a readiness to adopt and thus have the greatest likelihood of success.

**Recommendation #6:** Grey Bruce Health Unit should work together with Grey and Bruce Counties and local municipalities to develop an action plan (using this document as a guide) based on stage of readiness for implementation.

## 4.0 Complete Streets in Grey and Bruce Counties: Moving Forward

The following section outlines ten key concerns we have identified within Grey and Bruce Counties. Within each chart, we have included goals and objectives in addressing the concerns, relevant policy or program precedents and guidance, and infrastructure solutions.

### 4.1 Potential Complete Streets Solutions

#### Concern #1: Removal of Parking

Some AT facilities require additional space in the right-of-way. The perception of the implications of the removal of parking in the urban area may hinder “buy-in”.

	<b>Goal/Objective:</b> To provide sufficient and/or flexible space for cyclists, or on street bicycle parking, without removing significant parking spaces on main retail streets	
<b>Potential solutions:</b>	<b>Infrastructure:</b>	<b>Policy / Program:</b>
	<ul style="list-style-type: none"> <li>• Moveable bollards (City of Kitchener) allow for increased pedestrian, bicycle and public spaces during warmer months, and can be moved to accommodate on street parking in the winter months - estimated cost: \$500 - \$700 per bollard (<a href="http://www.kitchener.ca/en/livinginkitchener/resources/MUPMasterPlan_March282012_website.pdf">http://www.kitchener.ca/en/livinginkitchener/resources/MUPMasterPlan_March282012_website.pdf</a>)</li> <li>• Increased parking spaces in municipal lots adjacent to or near main streets, with sufficient connections to pedestrian pathways</li> <li>• In Owen Sound, on-street parking spaces may be converted to patio space in warmer months, depending upon applicant’s receipt of a street occupancy permit and approval from the engineering department (<a href="https://www.owensound.ca/sites/default/files//Complete_Patio_Guideline_-_Approved.pdf">https://www.owensound.ca/sites/default/files//Complete_Patio_Guideline_-_Approved.pdf</a>)</li> </ul>	<ul style="list-style-type: none"> <li>• “Through municipal by-law, on-street parking spaces may be repurposed for local businesses, bicycle parking or landscaping during off-peak hours” <i>Niagara Region Model Policy</i></li> <li>• “The City should ensure that all Tier 1 to Tier 4 monthly public parking permit rates are maintained above the monthly adult transit pass rate.” p 96, <i>City of Waterloo Transportation Master Plan</i></li> <li>• “Prior to removing or adding on-street parking, the Town shall consider the context of the area including walkability and cycling opportunities. Where on-street parking is removed, sufficient off-street parking will be provided in its place.” <i>Town of Fort Erie</i></li> </ul>

### Concern #1: Removal of Parking

Some AT facilities require additional space in the right-of-way. The perception of the implications of the removal of parking in the urban area may hinder “buy-in”.

Examples:



Moveable bollards along King Street in downtown Kitchener

Source: <http://www.landscapeonline.com/research/lasn/2010/08/img/Kitchener/Kitchener-1.jpg>

## Concern #2: Trip Length

The rural nature that characterizes much of the County results in long trip distances between built up areas and a dependence on single occupancy vehicles.

	<p><b>Goal:</b> To provide alternate options to driving single-occupancy vehicles for trips within Grey and Bruce Counties and municipalities</p>	<p><b>Objective:</b> To promote multi-modal options and links between transportation systems within the County</p>
<p><b>Potential solutions:</b></p>	<p><b>Infrastructure:</b></p>	<p><b>Policy / Program:</b></p>
	<ul style="list-style-type: none"> <li>• Approach owners of underutilized parking lots to propose converting them to carpool lots along key interchanges within Grey and Bruce Counties, which gives multiple single-occupancy drivers the option to park and travel together</li> <li>• Increased pedestrian infrastructure and signage connecting Owen Sound bus stop on 10th St E to Greyhound bus terminal on 9th Ave</li> <li>• Maintain conditions of and promote the usage of bicycle racks on buses to allow riders to access points of interest using multi-modal travel</li> </ul>	<ul style="list-style-type: none"> <li>• "Public transit can help remove some of the barriers that limit people's mobility, this can be done by developing travel training programs, enhancing accessibility and reviewing community mobility connectivity and accessibility to and from transit stops." <i>p. 3 Moving Forward – A Strategy for Active Transportation in Grande Prairie</i></li> <li>• "Public transit can help remove some of the barriers that limit people's mobility, this can be done by developing travel training programs, enhancing accessibility and reviewing community mobility connectivity and accessibility to and from transit stops." <i>p. 3 Moving Forward – A Strategy for Active Transportation in Grande Prairie</i></li> </ul>

Examples:



Carpool lots, such as this one near Highway 410 and Williams Parkway in Brampton, may be created from underutilized lots situated near major intersections throughout the Counties.

Source: <http://www.bramptonguardian.com/news-story/3094618-new-hwy-410-carpool-is-half-empty/>

### Concern #3: Disconnected Cycling Networks

Significant gaps existing in the off-road and on-road networks which provide a lack of connectivity and continuity.

	<p><b>Goal:</b> To provide Grey and Bruce County cyclists and trail users with a safe and seamless network</p>	<p><b>Objective:</b> To install on-road lanes and markings that indicate trail connections through cities and towns throughout the Counties</p>
<p><b>Potential solutions:</b></p>	<p><b>Infrastructure:</b></p>	<p><b>Policy / Program:</b></p>
	<ul style="list-style-type: none"> <li>• Assess opportunities to install bike lanes within the right of way on main streets where excess road capacity exists</li> <li>• Where bike lanes are not feasible, install sharrows or signage indicating “diamond lanes” on main roads in population centres, or bicycle lanes on side streets that link to trail system</li> <li>• Install signage along these routes with the name of trail connections, distance markers, maps and information such as kilometres or minutes to next town or park</li> <li>• On provincial roads (such as Highway 6 or 10) where paved shoulders exist, create signage that includes the aforementioned information</li> <li>• For hikers or other trail users, ensure signage and pavement markings are located on accessible streets with wide sidewalks (such as those leading to waterfront trails, etc.)</li> </ul>	<ul style="list-style-type: none"> <li>• “Provide route markings in residential areas to show connectivity to the corridor, downtown, and other points of interest” p. 5 <i>Moving Forward – A Strategy for Active Transportation in Grande Prairie</i></li> <li>• “Council shall promote movement and connectivity Downtown by: a) committing to the Active Transportation plan; b) promoting and improving the connectivity of the street network, including establishing or re-establishing a street grid south of Main Street and continuing to enhance access and connectivity to the Riverfront Park; c) with regards to b), where it is impractical to establish full public streets, to seek to establish pedestrian connectivity through the acquisition of easements, pedestrian links and other means;” <i>Plan Moncton, p. 29</i></li> <li>• “Create and maintain a Community Mobility Connectivity Map which will identify the missing sidewalks and trails which disrupt the continuity for active transportation” p. 16 <i>Moving Forward – A Strategy for Active Transportation in Grande Prairie</i></li> </ul>

### Concern #3: Disconnected Cycling Networks

Significant gaps existing in the off-road and on-road networks which provide a lack of connectivity and continuity.

		Policy / Program:
		<ul style="list-style-type: none"> <li>• “Increase requirements for pedestrian connectivity in the Land Use Bylaw within a commercial area” p. 16 <i>Moving Forward – A Strategy for Active Transportation in Grande Prairie</i> “In support of an integrated Bicycle Network, priority should be given to the development of bicycle facilities to facilitate linkages and connections between the local and Regional bicycle network.” <i>City of St. Catharines</i></li> <li>• “Access to downtowns and main streets will be provided for cyclists. Where safe access or adequate facilities cannot be provided, an alternative route is encouraged to be established on an adjacent road.” <i>Niagara Region Model Policy</i></li> <li>• Develop an active transportation plan and implementation strategy for Grey and Bruce Counties that builds on existing on and off-road routes</li> <li>• Undertake a gap analysis of existing facilities and highlight missing links that can be achieved</li> <li>• Identify connection points between walking and cycling and public transit</li> <li>• Develop effective design guidelines for transitions between different routes (on and off road) or between different facilities</li> </ul>

### Concern #3: Disconnected Cycling Networks

Significant gaps existing in the off-road and on-road networks which provide a lack of connectivity and continuity.

Examples:



Example of information sign at on-road trail connection at Pottery Road in Toronto.

Source: <http://valdodge.com/2011/11/25/inching-closer-to-wayfinding-perfection/>

**Concern #4: Seasonal Variation:**

Winter weather makes AT less appealing to some residents during several months of the year and also increases the cost of maintaining facilities. Grey and Bruce Counties are destinations for seasonal residents and visitors with increased demand for both short and long distance AT trips (e.g. touring cyclists).

	<p><b>Goal:</b> To promote Grey and Bruce Counties as a year-round travel destination committed to active transportation in all types of weather</p>	<p><b>Objective:</b> To maintain a strong commitment to winter sidewalk cleaning and look into options that allow for active transportation uses along cleared trails</p>
<p><b>Potential solutions:</b></p>	<p><b>Infrastructure:</b></p>	<p><b>Policy / Program:</b></p>
	<p>In winter:</p> <ul style="list-style-type: none"> <li>• Promote and raise awareness of priority cleared sidewalks throughout the counties (e.g. Markdale and Owen Sound) to inform residents of opportunities to walk to their destinations using on-road signage or pavement markings</li> <li>• Identify cleared paths in winter with signage (ex. Harrison Park in Owen Sound), and if resources permit, clear trails that are easily accessible to residential areas for cross-country skiers and hikers in all seasons</li> <li>• Create tourism brochures and promotional materials that highlight: places for covered bike parking or storage, restaurants and indoor accommodation/areas for camping, and sporting goods stores that provide maintenance for winter cycling</li> <li>• Ensure all provincial and county roads are free of snow and obstacles for all road users (including pedestrians and cyclists)</li> <li>• Assess liability and capability of road authorities to ensure paved shoulders are free of snow, as plowing paved shoulders may not be feasible due to budgets</li> </ul>	<ul style="list-style-type: none"> <li>• “Identify priority winter commuter routes for snow removal and ice control” p. 7 <i>Moving Forward – A Strategy for Active Transportation in Grande Prairie</i></li> <li>• Educate the public on winter cycling opportunities including safe practices for on-road cycling and routes that will be maintained</li> <li>• Identify design guidelines that identify how facilities would be adapted to accommodate seasonal variation</li> <li>• Identify amenities that accommodate varying seasonal uses</li> </ul>

Examples:



Plowed sidewalk in Markdale (Photo credit: Nancy Smith Lea)

### Concern #5: Jurisdictional Coordination

Multiple jurisdictions have responsibility for the road network which creates a coordination challenge and can lead to inconsistency between the design and implementation of infrastructure.

	<b>Goal: Better coordination between upper and lower tier municipalities</b>	<b>Objective: Improve delivery of active transportation projects that cross jurisdictional boundaries</b>
<b>Potential solutions:</b>	<b>Infrastructure:</b>	<b>Policy / Programs:</b>
		<ul style="list-style-type: none"> <li>• Establish a Complete Streets policy and supportive design guidelines which takes into consideration the different classifications of roadways for both Grey and Bruce County as well as local municipal roadways</li> <li>• Develop a policy which identifies an approach to prioritization of routes to determine their candidacy as Complete Streets projects</li> <li>• Establish a committee of County and local municipal representatives as well as representation from the MTO to discuss jurisdictional challenges and solutions on an annual basis</li> </ul>

### Concern #6: Missed Tourism Opportunities

AT tourism is a growing market and has significant potential in Grey and Bruce Counties. If not realized the opportunities could be missed.

	<p><b>Goal:</b> To increase tourism revenue within Grey and Bruce County by promoting active transportation</p>	<p><b>Objective:</b> To increase awareness of the trail network, and streets and public spaces within municipalities to tourists of all ages and abilities</p>
<p><b>Potential solutions:</b></p>	<p><b>Infrastructure:</b></p>	<p><b>Policy / Program:</b></p>
	<ul style="list-style-type: none"> <li>• Install signage along trails and routes indicating distance to popular tourist sites (parks, waterfronts, etc.)</li> <li>• Promote “Ontario by Bike” program and work with BIAs to offer discounts in restaurants, accommodations, etc. for cyclists</li> <li>• Ensure signs and on-road paintings are maintained and upgraded each year</li> <li>• Market active transportation within Grey and Bruce County as sustainable tourism</li> </ul>	<ul style="list-style-type: none"> <li>• Prioritize AT facilities on main streets, waterfronts, and regional trail connections</li> <li>• Provide a free map of regional AT routes and tourism relevant destinations such as accommodations and sites of interest</li> <li>• Identify locations where Welcome Cyclists can be implemented e.g. seasonal destinations with high density of B&amp;Bs or cycling supportive businesses</li> <li>• Develop a branded signage and wayfinding strategy for regional touring routes and implement them consistently throughout the County</li> <li>• Engage with local cycling groups to develop promotional and educational materials regarding touring routes and tourism opportunities</li> <li>• Enhance presence of pedestrian and cycling opportunities on both the health unit and tourism websites for Grey and Bruce</li> </ul>

Examples:



Signage along Quebec's Route Verte multi-use trail.

Source: <http://www.cyclemania.ca/2009/08/eastern-townships-cycling-route-verte-north-hatley-sherbrooke/>

Ontario by Bike Grey County website: <http://ontariobybike.ca/greycounty>

### Concern #7: Perception of Safety

AT is not perceived as a safe, comfortable and convenient travel option.

	<p><b>Goal:</b> To present active transportation as a viable, safe option for all age groups.</p>	<p><b>Objective:</b> To add features throughout the County that increase the comfort and enjoyment of pedestrians and cyclists</p>
<p><b>Potential solutions:</b></p>	<p><b>Infrastructure:</b></p>	<p><b>Policy / Program:</b></p>
	<ul style="list-style-type: none"> <li>• Add features such as streetlights, to improve safety, and planters, to provide visual and acoustic barriers from traffic, along sidewalks on main streets to encourage walking</li> <li>• Painted crosswalks, speed bumps and raised intersections will give drivers a visual reminder that pedestrians are present at intersections and driving speeds should be reduced</li> <li>• Reduce vehicle speeds along main streets in downtown or pedestrian/cyclist heavy areas (shorelines, etc.)</li> <li>• Increase countdown duration on pedestrian push-buttons, especially in intersections near seniors' homes, schools and parks</li> <li>• Where possible, provide trail connections along paved routes with natural buffers or sufficient space for cyclists to feel comfortable</li> <li>• Install signage which assigns a level of cycling expertise to trails and routes</li> </ul>	<ul style="list-style-type: none"> <li>• “The Municipality shall ensure that cycling facilities accommodate the needs of vulnerable users such as children, seniors and those with mobility impediments. Off-road paths and/or grade separation between automobiles, cyclists and pedestrians is encouraged on roads with speed limits of 50 km/h or higher.” (<i>Niagara Region Model Policy</i>)</li> <li>• Develop an educational strategy for people of different ages and abilities regarding different pedestrian and cycling facilities</li> <li>• Offer training programs through the health unit on safe cycling and engage with the community to develop on road or off-road bike rides and hikes</li> <li>• Attend local events to promote walking and cycling and to gather input on how streets can be enhanced to be more appealing to public use</li> </ul>

## Concern #7: Perception of Safety

AT is not perceived as a safe, comfortable and convenient travel option.

Examples:



Marked pedestrian crossing along 2nd Avenue E in Owen Sound, with signage.

Source: Sonya De Vellis

## Concern #8: Liability

The Counties are concerned about liability for cyclists using paved shoulders, and the implications of marking these as cycling routes.

	<b>Goal: Build safe facilities for all road users</b>	<b>Objective: Ensure that facilities that facilitate active transportation do not increase the liability of municipalities</b>
<b>Potential solutions:</b>	<b>Infrastructure:</b>	<b>Policy / Program:</b>
	<ul style="list-style-type: none"> <li>Build infrastructure that adheres to the most recent design guidelines and provincial policy direction</li> </ul>	<ul style="list-style-type: none"> <li>Organize a liability workshop so that all municipal staff involved in the issue are aware of the liability implications of both “turning a blind eye” and designating facilities such as paved shoulders for cyclist use. Proposed Bill 31 is expected to provide greater clarity on this issue once it has officially been passed through the provincial legislature</li> <li>Review processes and practices related to liability and maintenance at the County and local municipal level and update / revise them as needed to clarify the impact of increased cycling / walking / public space use</li> </ul>
<b>Examples:</b>	<div data-bbox="474 1040 848 1328" style="border: 1px solid black; padding: 10px; text-align: center;"> <p>Managing Risk with Active Transportation</p> <p>Jeff Jackson, PhDc</p> <p><small>Professor, Coordinator Algonquin College in the Ottawa Valley <a href="mailto:jeff.jackson@algonquincollege.com">jeff.jackson@algonquincollege.com</a></small></p>  <p><small>Copyright David Beating Inc. www.davidbeating.com/2014/05/</small></p> </div> <p>Managing Risk with Active Transportation:  <a href="http://www.healthylg.org/_resources/presentations/Managing_Risk-Jeff_Jackson.pdf">http://www.healthylg.org/_resources/presentations/Managing_Risk-Jeff_Jackson.pdf</a> </p>	

### Concern #9: Specialized Maintenance Needs

Implementation of infrastructure is not sufficient. It needs to be maintained in a consistent way that maximizes comfort and connectivity.

	<p><b>Goal:</b> To enforce a high standard of maintenance and preservation to cycling and pedestrian infrastructure throughout the County</p>	<p><b>Objective:</b> To ensure obstacles such as snow banks, ice, cracked pavement and debris are not present along sidewalks or paths frequently used by cyclists and pedestrians.</p>
<p><b>Potential solutions:</b></p>	<p><b>Infrastructure:</b></p>	<p><b>Policy / Program:</b></p>
	<ul style="list-style-type: none"> <li>• Collect and categorize data on Geographic Information System according to priority upgrades, significant winter cycling routes and provincial/County/municipal responsibilities</li> </ul>	<ul style="list-style-type: none"> <li>• Coordinate maintenance activities for all transportation facilities—roads, sidewalks, bicycle facilities—and establish a single fund to cover multi-modal maintenance costs</li> <li>• Work with local cycling groups to establish core priorities for winter maintenance</li> <li>• Identify a winter cycling network and a supportive strategy to identify maintenance practices for these facilities</li> <li>• Identify potential policy alignments between County and local municipal maintenance practices and strategies</li> <li>• Establish a strategy for public education regarding the assumed maintenance practices throughout the County based on road type and anticipated facilities</li> </ul>

Examples:



Example of Bicycle Facility Cleared of Snow

Credit: copenhagenize.com, 2010

### Concern #10: Funding

Building and maintaining AT infrastructure may take additional funds, which may not be available or are already identified for other infrastructure improvements.

	<p><b>Goal:</b> To establish a steady and sustainable source of funding for active transportation and Complete Streets projects throughout the County</p>	<p><b>Objective:</b> To seek government funding programs and private investments that revitalize downtown areas and expand multi-use trail systems</p>
<p>Potential solutions:</p>	<p><b>Infrastructure:</b></p>	<p><b>Policy / Program:</b></p>
	<ul style="list-style-type: none"> <li>• Use scheduled infrastructure projects as an opportunity to integrate additional transportation facilities into a right-of-way to better support active transportation and transit</li> <li>• Seek additional funding sources for priority active transportation and Complete Streets funding that fall outside the capital works schedule</li> </ul>	<ul style="list-style-type: none"> <li>• “Where the Region of Niagara Bicycle Network is proposed on a road under local municipal jurisdiction, the Regional Municipality will be responsible for funding of the bicycle facility, subject to Regional Council approval.” <i>City of St. Catharines</i></li> <li>• “To be cost effective, the municipality shall seek to coordinate and fund the renovation or repair of streets with the Region and utility companies.” <i>Niagara Region Model Policy</i></li> <li>• “Currently, there is no dedicated resource coordinating the various efforts around Active Transportation planning. A coordinator position can provide support to the two Divisions responsible for the ATP. The coordinator will be a resource to the ATAC and his/her duties will include assisting with the planning, design implementation and evaluation of commuter routes and trails; communications with outside agencies and creation of partnership with school boards, TBDHU and WSIB to name a few as well as developing AT policies which affect other City Divisions” p. 8 <i>Thunder Bay Active Transportation Corporate Report (2008)</i></li> <li>• “The Municipality shall use scheduled infrastructure projects as an opportunity to integrate additional transportation facilities into a right-of-way to better support active transportation and transit.” <i>Niagara Region Model Policy</i></li> </ul>

### Concern #10: Funding

Building and maintaining AT infrastructure may take additional funds, which may not be available or are already identified for other infrastructure improvements.

#### Examples:

See potential funding sources in table 5 below and online:  
<http://completestreetsforcanada.ca/background/complete-streets-funding-programs>

- The Transportation and Works Department will integrate the design and construction of the proposed 110 kilometres of commuter routes as shown in this plan into the Transportation and Works Asset Management “Plan and fund the projects as a component of capital budget road reconstruction.” p. 6 *Thunder Bay Active Transportation Plan*

## 4.2 Implementation: An overview of Key Stages

### 4.2.1 Integrating the Municipal Class EA Process

For the purposes of this assignment, implementation is not focused on the design and implementation of specific Complete Streets projects but on establishing a realistic and achievable process. As noted in **Section 3.0**, the intent is not for this project to reinvent the wheel. A process to consider Complete Streets should be integrated into the existing day to day decision making for practitioners at the County and local municipal level. Where possible, planning, design and implementation should become part of the existing conversation for practitioners and should move from being an afterthought to a viable alternative.

The design and implementation of capital works projects throughout Ontario is driven by the Municipal Class Environmental Assessment (EA) process which is outlined in the *Municipal Class Environmental Assessment (EA) Act*. A Municipal Class EA is typically undertaken for roadway, water and wastewater projects. Depending on the level of anticipated impact on the environment or the proposed scale of the project, a project “schedule” is assigned which determines the step-by-step study process. There are three Municipal Class EA schedules:

- **Schedule A** -a project with minimal impact on the surrounding environmental which requires operational changes and or maintenance requirements.
- **Schedule B** -a project which may have some impact on the surrounding environment which requires improvements to the infrastructure or could include expansions to the system (e.g. road widening)
- **Schedule C** - a project which may have significant impacts on the surrounding environment where new facilities are being developed or significant expansions to the existing system are being made.

Complete Streets projects will typically fall into the category of a schedule A or B. To facilitate implementation, practitioners may also select to leverage economies of scale by including Complete Streets elements into large-scale schedule C projects.

### **The Municipal Class EA Process**

There are five phases which make up the Municipal Class EA process. Each phase is made up of a clear set of steps that are to be used as a guide for a project to move from planning through to detailed design and construction. The figure below illustrates the Municipal Class EA process. Points in the process where Complete Streets elements should be integrated and / or considered have been noted. A table is also provided which notes the key elements of each phase.

Table 3 – Summary of Municipal Class Environmental Assessment (EA) Process

Phase 1: Problem & Opportunity	Phase 2: Alternative Solutions	Phase 3: Alternative Design Concepts for Preferred Solutions	Phase 4: Environmental Study Report	Phase 5: Implementation
<ul style="list-style-type: none"> <li>Determine statement of problem / opportunity through staff or through consultation with the public</li> </ul>	<ul style="list-style-type: none"> <li>Identify different solutions to address the problem / opportunity</li> <li>Information is presented for review and consideration (public and stakeholders)</li> <li>Address environmental impacts (as necessary) of solutions</li> <li>First point of consultation</li> <li>Preferred solution is identified</li> </ul>	<ul style="list-style-type: none"> <li>Design concepts are identified for the preferred solution</li> <li>Inventory of natural, social and economic environment is documented</li> <li>Environmental impacts are identified</li> <li>Preferred solution is presented to the public (second point of contact)</li> </ul>	<ul style="list-style-type: none"> <li>Report the findings and potential impacts</li> <li>Provide highlights and overview of the design solution identified</li> </ul>	<ul style="list-style-type: none"> <li>Complete drawings and put project out to tender</li> <li>Construct project</li> <li>Monitor project for success following completion</li> </ul>

### **Consideration for New Amendments to the Class EA Process**

In 2014 an amendment to the *Municipal Class Environmental Assessment* was submitted as a result of a five-year review that was completed in 2012. The amendments included a number of changes related to cycling and trail provisions including additional details that:

- Permit the addition of cycling lanes through the conversion of a General Purpose Lane (GPL) byway of a “road diet”. This operational change would be considered a Schedule A+ with no financial limitation. A road diet is the “redesignation” of linear paved facilities through signage or pavement marking modifications and does not require any physical construction.
- Within a road right-of-way, municipalities may construct or remove sidewalks and add a multi-use trail or replace a sidewalk with a multi-use trail. These types of projects are preapproved (Schedule A) with no financial limit and do not require the completion of a Class EA. Clarification needs to be provided on individual projects including the construction or removal of a sidewalk, multi-use trail or cycling facility (including water crossings) with a value of \$3.5M or less. Off-road trail projects that have a budget between \$3.5 million and \$9.5 million would require a Schedule B Class EA. Trail projects exceeding a cost of \$9.5 million would require a Schedule C Class EA.

With the passing of this amendment, it will be far easier for municipalities to undertake projects that include walking, cycling and / or trail elements.

### **Consulting the Public & Stakeholders**

As identified in **Table 3**, the Municipal Class EA process sets out clear points of contact with members of the public. Public and stakeholder consultation is also a requirement under the Planning Act and is a primary principle of any planning related assignment. By gathering input to inform key project milestones, the results / recommendations will more accurately respond to the interests and concerns of those who live, work and play within Grey and Bruce Counties. When moving forward with public and stakeholder sessions the following should be considered:

- A notice (consistent with the Ministry’s requirements) should be prepared notifying the public of the date, time and location of the public event;

- Public engagement activities should be held at key locations throughout the community that either relate to the location of the project or will generate the most interest / input;
- Materials should be prepared in advance and should take into consideration the audience that is being presented to. Where possible an emphasis on visuals should be achieved and plain language should be used to articulate project principles; and
- Materials should be as interactive as possible (e.g. maps where people can write / draw their comments, ranking of alternatives including dots to identify preferred or not preferred, etc.) to not only generate interest but to demonstrate that input is being gathered and used to inform the study findings.

Most typically, consultation takes the form of a public information centre (PIC). However, these more traditional formats of consultation can also alienate some groups (e.g. the mobility challenged), may disinterest others (e.g. youth) and could be considered inconvenient for a hectic day-to-day schedule. In addition to traditional public consultation sessions, some more non-traditional activities / initiatives may be needed to promote consultation opportunities and to generate interest and buy-in. The following are some suggested alternatives that could be considered to complement the consultation requirements of the Municipal Class EA Process.

- **Project Websites:** To avoid confusions and to ensure consistency of information, a singular online source of information could be identified for Complete Streets and / or for related projects. Hosted on County or local municipal webpages the information should be dynamic and understandable for both stakeholders and the public.
- **Promotional Materials:** Momentum is needed to generate interest. Using a study brand or a common identity for Complete Streets projects (such as a logo) could be used to generate a visual identity and has the potential to increase awareness. Materials such as business cards, posters, etc. could be developed around this identity to promote and educate the public.
- **Social Media:** In addition to the project website more dynamic updates regarding initiatives, programs and next steps can be achieved through social media updated. Using existing social

media accounts (if applicable) for the County, local municipalities, the health unit and other local partners, updates can be made and information can be distributed.

- **Community Engagement Tours:** When discussing a specific community location it is important to understand the context and to gather input about the opportunities and challenges from the community and social media accounts (if applicable); tours such as walking or cycling tours can be an effective way of documenting the conditions while gathering valuable input.
- **Interactive Mapping:** The Counties and Owen Sound have developed interactive mapping of the whole County. These tools can be used to gather input on existing conditions as well a future opportunities and challenges that should be considered. This could also be used to identify potential pilot projects in the different municipalities.
- **Mobile Apps:** There are a number of mobile apps such as Map my Ride that can be used to document suggested cycling and / or walking routes. These can also be promoted as another tool to document public input and / or suggested route alignments.
- **Attendance at Local Events:** For consistency throughout the community it is important to educate all relevant geographic areas. Local events tend to be the most well attended activities in the community and are an ideal location to educate the public on the work that has been done and to increase awareness of some of the next steps to be undertaken.

#### **4.2.2 Recommended Actions for Consideration**

In addition to the recommendations and process noted above it is also important to set out clear actions for short and long-term implementation. These actions can be used as targets for County and local municipal practitioners. Guided by input provided by the Health Unit and representatives from Grey and Bruce Counties and Owen Sound these actions should be reviewed and strongly considered. For the purposes of this assignment short-term actions are considered initiatives that would take place in the first five years and the long-term actions should occur following this time.

Table 4 – Recommended Short and Long-Term Complete Streets Actions

	Short-Term Action	Long-Term Action
<b>Policy</b>	<ul style="list-style-type: none"> <li>• When preparing Community Improvement plans identify areas where additional streetscaping improvements can be reinforced</li> <li>• Establish a set of Complete Streets design guidelines / principles for both Grey and Bruce County</li> <li>• Prepare an Active Transportation Master Plan and / or strategy for Grey and Bruce Counties or each individually</li> </ul>	<ul style="list-style-type: none"> <li>• Identify a policy which identifies an approach to prioritization of routes to determine their candidacy as Complete Streets projects</li> <li>• Integrate Complete Streets principles and policy language into the Official Plans for both Grey and Bruce Counties as well as local municipalities (when next updated)</li> <li>• Develop a Transportation Master Plan for Bruce County and engage Grey County for alignment and consistency</li> </ul>
<b>Infrastructure</b>	<ul style="list-style-type: none"> <li>• Identify a pilot project in both the urban and rural area for a Complete Streets redesign consistent with an upcoming capital works project, which would allow municipalities and Counties to view possible locations for implementation</li> </ul>	<ul style="list-style-type: none"> <li>• Integrate Complete Streets into relevant roadways planning, design and implementation assignments consistent with the Municipal Class EA Process</li> <li>• Initiate a potential redesign project for key downtown linkages to improve streetscaping and flow of traffic</li> </ul>
<b>Programming</b>	<ul style="list-style-type: none"> <li>• Develop an FAQ which can be provided to Councillors and staff regarding the benefits of Complete Streets</li> <li>• Create an education campaign to address the elements and benefits of implementing Complete Streets</li> </ul>	<ul style="list-style-type: none"> <li>• Set-up a partnership program between the Counties and local municipalities to support the implementation of Complete Streets projects</li> </ul>
<b>Process</b>	<ul style="list-style-type: none"> <li>• Use the Municipal Class EA process as an opportunity to incorporate Complete Streets concepts and principles into capital works projects</li> <li>• Establish a group of key staff members from Grey and Bruce Counties as well as the Health Unit to meet and discuss future opportunities for Complete Streets</li> </ul>	<ul style="list-style-type: none"> <li>• In addition to collaborating with health unit staff and planners from local municipalities into the committee, engage with engineers and roads or operations professionals to inform decision making</li> </ul>

## **Funding Complete Streets**

Many of the actions noted above are intended to be integrated into existing municipal budgets, however, it is important to acknowledge that additional funding may be required to plan, design and implement Complete Streets infrastructure, programs and policies. Where possible, the Counties and local municipalities are encouraged to leverage economies of scale by integrating Complete Streets into large scale infrastructure projects - whether they are a new build or a redesign / rehabilitation.

In addition consideration should be given to identifying:

- Subsidies or grant programs to support route development for AT infrastructure;
- Partnerships with outside organizations and agencies;
- Partnerships with local municipalities, Counties, Cycling Committees, Conservation Authorities, Tourism representatives (RTO) and Grey Bruce Health Unit / Grey Bruce Healthy Communities Partnership;
- Facilities designed and constructed by local developers and / or through development charges (if they so apply); and
- Facilities developed through the site plan approvals process.

Throughout Ontario there are a number of potential funding sources which could be explored to help to finance Complete Streets initiatives. Potential funding is documented in [Table 5](#).

Table 5 – Summary of Potential Federal and Provincial Funding Sources

Source:	Program	What is Funded?	Eligibility	Website & Timeline
Government of Canada	Building Canada Plan	Projects that contribute to the Canadian priorities: cleaner air, water, safe roads, shorter commutes and better communities	Municipal bodies (e.g. cities, towns, villages, and metropolitan authorities)	<a href="http://www.infrastructur e.gc.ca/prog/bcp-pcc-eng.html">http://www.infrastructur e.gc.ca/prog/bcp-pcc-eng.html</a>  2007 - 2014
Building Canada Plan - Infrastructure Canada	Canada Fund	Local Roads: road safety, mobility and sustainability.  Recreation - Bike paths	Municipal entities	<a href="http://www.infrastructur e.gc.ca/prog/bcf-fcc-categ-eng.html#comm">http://www.infrastructur e.gc.ca/prog/bcf-fcc-categ-eng.html#comm</a>  2016 - 2017
Building Canada Plan - PPP Canada	Public-Private Partnership (P3) Fund	Public transit	Provincial, territorial, municipal and First Nations public private partnership infrastructure projects	<a href="http://www.p3canada.ca/apply-for-funding/">http://www.p3canada.ca/apply-for-funding/</a>  Round six (6) has closed
Building Canada Plan - Infrastructure Canada	3. Provincial-Territorial Base Fund	Public Transit - Local Roads: road safety, mobility and sustainability.  Recreation - Bike paths	Municipal entities	<a href="http://www.infrastructur e.gc.ca/prog/ptbase-finbasept-eng.html">http://www.infrastructur e.gc.ca/prog/ptbase-finbasept-eng.html</a>  2007 - beyond
Government of Canada - Building Canada Plan - Infrastructure Canada	Federal Gas Tax Fund	Public transit  Local roads	Municipal entities	<a href="http://www.infrastructur e.gc.ca/prog/gtf-fte-eng.html">http://www.infrastructur e.gc.ca/prog/gtf-fte-eng.html</a>  2005 and beyond

Source:	Program	What is Funded?	Eligibility	Website & Timeline
The Government of Canada  Natural Resources Canada and Environment Canada	The Green Municipal Fund	Sustainable Transportation Example: “development of complete streets”	Municipal entities	<a href="http://fcm.ca/home/programs/green-municipal-fund/what-we-fund/projects/transportation-funding.htm">http://fcm.ca/home/programs/green-municipal-fund/what-we-fund/projects/transportation-funding.htm</a> <a href="http://www.ec.gc.ca/scitech/default.asp?lang=En&amp;n=B742DBAF-1">http://www.ec.gc.ca/scitech/default.asp?lang=En&amp;n=B742DBAF-1</a>  Funding extended and to be opened April 2015
The Government of Ontario	Ontario's Gas Tax Program	Public transit, infrastructure projects.	Ontario municipalities	<a href="http://news.ontario.ca/mto/en/2010/04/gas-tax-fuels-better-public-transit-1.html">http://news.ontario.ca/mto/en/2010/04/gas-tax-fuels-better-public-transit-1.html</a>  2004 and beyond
The Government of Ontario	MoveOntario 2020		Municipalities	<a href="http://www.metrolinx.com/en/regionalplanning/funding/overview_committed_provincial_funding.aspx">http://www.metrolinx.com/en/regionalplanning/funding/overview_committed_provincial_funding.aspx</a>  2008 and beyond

Source:	Program	What is Funded?	Eligibility	Website & Timeline
Ministry of Health and Long-Term Care, Ontario	The Healthy Communities Fund (HCF)		Eligible organizations include: not-for-profit organizations, Aboriginal communities, municipalities, and Local Services Boards that have operated and been incorporated for at least one year in Ontario.	<a href="http://www.mhp.gov.on.ca/en/healthy-communities/hcf/default.asp">http://www.mhp.gov.on.ca/en/healthy-communities/hcf/default.asp</a>
	HCF Grant Program Provincial stream	Enable communities to plan and deliver on initiatives that effectively address local health promotion needs.	Organizations with a provincial mandate to plan and deliver province-wide projects	<a href="http://www.mhp.gov.on.ca/en/healthy-communities/hcf/provincial.asp">http://www.mhp.gov.on.ca/en/healthy-communities/hcf/provincial.asp</a>  Ongoing
	HCF Grant Program Local/Regional Funding Stream	Local/Regional HCF grants will enable communities to plan and deliver on initiatives that effectively address local health promotion needs.	Local and regional organizations that are well positioned to identify what programs and approaches will be best suited to their communities.	<a href="http://www.mhp.gov.on.ca/en/healthy-communities/hcf/local.asp">http://www.mhp.gov.on.ca/en/healthy-communities/hcf/local.asp</a>  Ongoing
Ministry of Transportation and Climate Change, Ontario	Community Transportation Pilot Grant Program	Pilot projects to facilitate the implementation of community transportation initiatives	Municipalities	<a href="http://www.mto.gov.on.ca/english/transit/community-transportation-grant-program.shtml">http://www.mto.gov.on.ca/english/transit/community-transportation-grant-program.shtml</a>  Closed but may reopen

Source:	Program	What is Funded?	Eligibility	Website & Timeline
Ontario Trillium Foundation	Community Program	Through the Community Program, the Foundation makes grants of up to \$375,000 over five years.	Small municipalities (with populations of 20,000 or less) and Municipalities with populations of over 20,000	<a href="http://otf.ca/what-we-fund/investment-streams">http://otf.ca/what-we-fund/investment-streams</a> Ongoing

In addition to the opportunities noted above, Grey and Bruce Counties should also remain aware of additional funding opportunities including potential funding as a result of the recently completed #CycleON Strategy - Ontario's Cycling Strategy as well as partnerships with service clubs such as Lions, Rotary and Optimists who often assist with high visibility projects at the community level. The Health Unit and its partners are also encouraged to explore additional funding opportunities to initiate future planning assignments e.g. the development of an AT plan or Complete Streets guidelines manual or pilot projects / educational campaigns.

Another key resource which may help to support the funding of such projects / enhancement would be Community Improvement Plans that have been developed for some of the local communities. These plans often identify potential funding sources that align with community objectives such as downtown revitalization, connectivity and enhanced urban / rural realms. With a number of these plans in place throughout the Counties of Grey and Bruce additional funding opportunities may have already been identified and may be explored in more detail in the complete streets context.

### 4.2.3 Measuring Success

An integration of project evaluation in Complete Streets planning and implementation practices is critical for ensuring a wider adaptation of the Complete Streets concept<sup>58</sup>. Identifying a set of performance indicators is a key element in this process. To this end, TCAT is currently working with Dr. Raktim Mitra from Ryerson University and Dr. Paul Hess from the University of Toronto to develop an evaluation framework for Complete Streets and to conceptualize the results/performances of a Complete Street in terms of outputs (key measures of enhancements that get built) and outcomes (effects or impacts as a result of Complete Streets project outputs). This evaluation tool is being

produced with funding from the Ministry of Municipal Affairs and Housing through the Places to Grow Implementation Fund and will be released in March 2015.

Also in March 2015 the National Complete Streets Coalition is releasing an introductory guide on how transportation agencies can measure the impact of Complete Streets policies and projects. The guide will include a comprehensive list of performance measures and metrics related to access, safety, economic impact, the environment, and quality of place

Both of these resources will be useful to Grey and Bruce Counties in measuring the success of their Complete Streets policies and projects.

#### **4.2.4 Conclusion**

There is a strong case for implementing Complete Streets in many primary and secondary settlements throughout Grey and Bruce Counties, which could yield several benefits, particularly economic and tourism. Based on conversations with Grey Bruce municipal staff and a review of current policies within the Counties, we believe that adding elements that encourage active transportation will enhance the livability and appeal of this geographically and historically diverse region.

This guide provides an initial conversation on the processes, policies and best practices that should be used when implementing Complete Streets in Grey and Bruce Counties. The information in this document is intended to serve as a first important step in creating policies and plans that address the need for safe and accessible streets for all users.

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- <sup>1</sup> Ministry of Transportation of Ontario, 2013.
  - <sup>2</sup> Toronto Centre for Active Transportation, 2012.
  - <sup>3</sup> Smart Growth America, n.d.a.
  - <sup>4</sup> Toronto Centre for Active Transportation, 2013a).
  - <sup>5</sup> Smart Growth America & National Complete Streets Coalition, n.d.a.
  - <sup>6</sup> Smart Growth America & National Complete Streets Coalition, n.d.b.
  - <sup>7</sup> Clark, Harrison & Smith, 2007; Resource Management Consulting Group, 2010.
  - <sup>8</sup> Transportation Options, 2015..
  - <sup>9</sup> Smart Growth America & National Complete Streets Coalition, n.d.b.
  - <sup>10</sup> Ibid.
  - <sup>11</sup> Ibid.
  - <sup>12</sup> City of Owen Sound, 2011.
  - <sup>13</sup> City of Owen Sound Public Works Roads Budget. M. Potter (personal communication, March 18, 2015).
  - <sup>14</sup> Dailey, 2014.
  - <sup>15</sup> Toronto Centre for Active Transportation, 2013b.
  - <sup>16</sup> Grey Bruce Health Unit, 2014. p. 4 -5.
  - <sup>17</sup> Ibid, p. 6.
  - <sup>18</sup> County of Bruce, 2010.
  - <sup>19</sup> Grey County, 2013.
  - <sup>20</sup> Ibid.
  - <sup>21</sup> Ibid.
  - <sup>22</sup> Ibid.
  - <sup>23</sup> Ibid.
  - <sup>24</sup> Ibid, p. 26.
  - <sup>25</sup> Ibid.
  - <sup>26</sup> Ibid, p. 29.
  - <sup>27</sup> Ibid, p. 31.
  - <sup>28</sup> Ibid.
  - <sup>29</sup> Nuclear Waste Management Organization, 2014.
  - <sup>30</sup> Grey Bruce Health Unit, 2014. p. 34.
  - <sup>31</sup> Grey Bruce Health Unit, 2011. p. 19.
  - <sup>32</sup> Grey Bruce Health Unit, 2014. p. 8.
  - <sup>33</sup> Ibid, p. 9
  - <sup>34</sup> Ibid, p. 25.
  - <sup>35</sup> Ibid, p. 23.
  - <sup>36</sup> Ibid, p. 15.
  - <sup>37</sup> Highway Traffic Act, 1990.
  - <sup>38</sup> Grey County Cycling Group, 2015.
  - <sup>39</sup> Public Transportation and Highway Improvement Amendment Act, 2013.

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- <sup>40</sup> Ministry of Transportation of Ontario, 2014.
- <sup>41</sup> Grey County Cycling Group, 2015.
- <sup>42</sup> Planning Act, 1990.
- <sup>43</sup> La Route Verte, n.d.
- <sup>44</sup> Ibid.
- <sup>45</sup> Healthy Living Niagara & Niagara Region, n.d.
- <sup>46</sup> Smart Growth America & National Complete Streets Coalition, n.d.c.
- <sup>47</sup> Heart and Stroke Foundation, 2013.
- <sup>48</sup> Kay-zorowski, 2014.
- <sup>49</sup> Matthew Fischer and Associates & Mellor Murray Consulting, 2011.
- <sup>50</sup> Transportation Options, 2015.
- <sup>51</sup> Healthy Living Niagara & Niagara Region, n.d.
- <sup>52</sup> Smart Growth America & National Complete Streets Coalition, n.d.b.
- <sup>53</sup> Bruce County, 2015.
- <sup>54</sup> Smart Growth America, 2015.
- <sup>55</sup> Toronto Centre for Active Transportation, n.d.
- <sup>56</sup> Smart Growth America, n.d.b.
- <sup>57</sup> Smart Growth America & National Complete Streets Coalition, 2015.
- <sup>58</sup> McCann, B. (2013) *Completing Our Streets: The Transition to Safe and Inclusive Transportation Networks*. Washington DC: Island Press