



Complete Streets Forum

April 23, 2012

Accelerating the implementation of Complete Streets across Canada

On April 23, 2012, the Toronto Centre for Active Transportation (TCAT), a project of the Clean Air Partnership, hosted the 2012 Complete Streets Forum at Evergreen Brick Works. The Forum, TCAT's fifth annual active transportation conference, presented a holistic approach to active transportation, focusing on cycling and walking while recognizing the interests of all road users.

A Call for Presentations brought distinguished speakers from across North America with examples of design, policy, and community engagement from rural communities to metropolitan areas. The first accredited Complete Streets Workshop in Canada, held in partnership with the U.S. National Complete Streets Coalition and the Association for Bicycle and Pedestrian Professionals, was also a new addition to the conference.

This was the largest Forum to date with 250 registrants, selling out three weeks before the conference. There was also increased participation from the private sector and outside of the Greater Toronto Area.

The first Forum in 2010 introduced Complete Streets, followed by "Building Alliances" in 2011. The goal of the 2012 Forum was to accelerate the implementation of Complete Streets across Canada. Designers, planners, engineers, and advocates shared their experiences on the following themes:

- Incorporating Complete Streets Language into Policy
- Complete Streets on the Ground: Design + Construction
- Building Community with Complete Streets

The Forum plays a significant role in the rapidly growing Complete Streets movement by providing much needed tools and inspiration for designing and implementing streets and communities that are safe and welcoming for people of all ages and abilities.

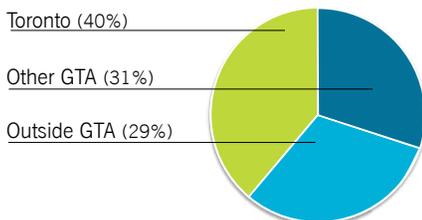
This goes beyond streets. It speaks to reintegration, economic prosperity, and ultimately personal fulfilment.
- Ken Greenberg



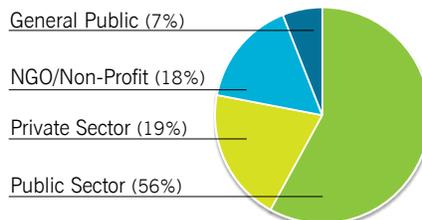
SURVEY RESULTS

97% EXTREMELY / SATISFIED WITH THE COMPLETE STREETS FORUM

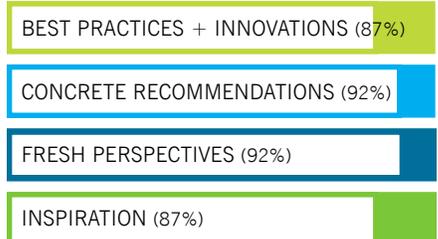
WHERE PEOPLE CAME FROM



WHERE PEOPLE WORK



PEOPLE LEFT THE FORUM WITH



GTA Ajax, Brampton, Caledon, Markham, Mississauga, Newmarket, Oakville, Oshawa, Richmond Hill, Thornhill, Toronto, Vaughan, Whitby
Outside GTA Barrie, Belleville, Bowmanville, Bradford, Calgary, Chicago, Clinton, Cobourg, Collingwood, Duntroon, Edmonton, Georgetown, Haliburton, Halifax, Hamilton, Kettleby, Kingston, Kitchener, Lambertville, London, Midland, Minden, Montréal, New York, Orillia, Owen Sound, Peterborough, Port Townsend, Saranac Lake, Sarnia, Simcoe, St. Catharines, Stayner, Sydney, Thorold, Wasaga Beach, Waterloo, Welland, Winnipeg

PRESENTED BY

tcat toronto centre for active transportation



COMPLETE STREETS INTRO

Complete Streets Forum Chair Ken Greenberg, principal of Greenberg Consultants Inc., painted a picture of the new North American dream. People are getting back on their feet, choosing lifestyles that do not require a motor vehicle, and asking for more walkable neighborhoods.

However, practice has not caught up with this transformation. Policy, engineering, and public perception continue to be car-oriented. Rather than seeking out the ideal solution for each mode in isolation, Complete Streets look for a total solution that recognizes the role of all modes as part of mobility.

Calling pedestrians and bicycles alternative transportation is like calling women alternative men. They are all part of the system.

- Gary Toth



COMPLETE STREETS, COMPLETE COMMUNITIES

Complete Streets create a network that provides living space, community identity, and improved mobility for all.

Safe and comfortable streets for all users does not necessarily mean dedicated space for each mode, explained Gary Toth, Senior Director of Transportation Initiatives with Project for Public Spaces in New York City. Complete Streets mix and accommodate all modes but are ultimately a tool for community building. Building Complete Streets is a two-step process:

- 1. Allocate and adjust space to accommodate a variety of modes**
 - Challenge the engineering approach by asking different questions
 - Balance modes rather than accommodating the most cars
 - Build community with context sensitive solutions
- 2. Take advantage of new space to bring people back to the streets**
 - Reflect community identity with street design elements
 - Use the Power of 10 - Clustering destinations for maximum impact is effective in small and large communities
 - People will come out in all climates (Leave space for snow storage)

Complete Streets result in more efficient roads, which benefit all users including drivers. Retrofitted streets can maintain travel times and expand road capacity by increasing trips by bike and foot.

Transformed Streets in New York City (Park Slope N-S Corridor)



Motor Vehicle Travel Times: Before/After Removing One Car Lane + Adding Bike Lanes
- Courtesy of NYC Department of Transportation Traffic Management Division

LAYING THE FOUNDATION FOR COMPLETE STREETS

Providing travel options for every road user with Complete Streets reduces road and transit costs.

Cars can be moved in ways that are respectful to all other street users in a system that works for everyone, stated John N. LaPlante, Vice President and Director of Traffic Engineering for Chicago-based T.Y. Lin International.



- Courtesy of Andy Singer

Complete Streets are mandatory 30% of people don't drive but engineers are still responsible for getting them where they want to go. 82% and 66% of people want to walk and bike more and would with more infrastructure. Therefore, Level of Service should be measured and monitored for all travel modes.

Better design saves money It is time to use resources differently. Complete Streets do not necessarily require extra funding. Building narrower lanes at the outset results in significant cost savings. Reducing lane widths to add a bike lane is only a matter of paint (3.05m, 3.35m, and 3.65m lanes have the same collision rates). Infrastructure upgrades are an opportunity to Complete the Street.

Complete Streets provide options Active transportation takes less space, reducing demand to expand congested roads. Providing mobility options for people of all ages and abilities reduces the need for transit service dedicated to special needs, which costs 16 times more than conventional transit.

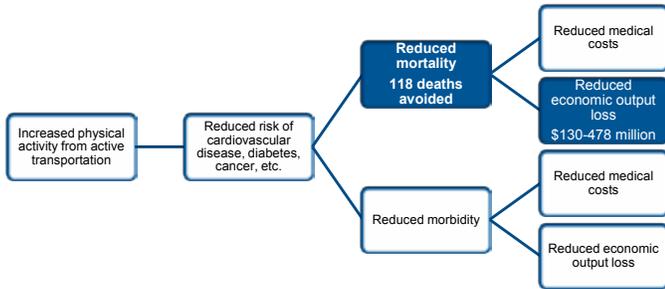
COMPLETE STREETS POLICY

ACTIVE TRANSPORTATION - HEALTH CONNECTION

Looking upstream to the built form of streets and communities tells a compelling story about physical activity and chronic disease.

Dr. Monica Campbell, Director of Healthy Public Policy for Toronto Public Health described two recent Toronto Public Health studies. "The Walkable City" relates neighbourhood design features to travel choices, physical activity levels, and body weight.

In "The Road to Health: Improving Walking and Cycling in Toronto," Medical Officer of Health Dr. David McKeown presents health benefits and risks along with an economic assessment of active transportation in Toronto. Collision and injury rates for cyclists and pedestrians are significantly higher in Toronto than in other Canadian cities, so safety improvements must accompany active transportation promotion.



Money saved is only one of the benefits of increased walking and cycling.
- Courtesy of Monica Campbell

Key recommendations from the report include:

- Speed limit reduction to 40 and 30 km/h on residential streets
- Advanced crossing for pedestrians and cyclists at intersections
- Long-term funding for pedestrian and bicycle infrastructure
- Setting targets for increased active transportation and safety

Dr. David L. Mowat, Medical Officer of Health for Region of Peel went on to connect the dots between walkability/bikeability and health risks. About 90% of Peel Region residents drive to work while one in six adults are estimated to develop Type 2 diabetes within 15 years.

Peel Council formalized the connection between public health and planning by joining Peel Public Health, the Centre for Research on Inner City Health, and the Region of Peel to develop an evidence-based health assessment tool. The tool has guided changes to Peel's land-use policies and engineering standards and is used to evaluate the potential health impacts of new development applications. Peel Region's first Active Transportation Plan was adopted on February 9, 2012.

COMPLETE STREETS + PROVINCIAL POLICY

Land use planning and effective policy support the implementation of Complete Streets.

Ryan Whitney, TCAT Complete Streets Researcher and Project Manager, presented findings from the recently published Complete Streets Gap Analysis, discussing the opportunities and barriers for Complete Streets in 17 Ontario municipalities.

Complete Street policy elements:

1. Set a vision
2. Include all modes
3. Emphasize connectivity
4. Apply to all transportation projects + phases
5. Are adoptable by all agencies to cover all roads
6. Specify and limit exceptions, with management approval required
7. Use the latest design standards and are flexible
8. Are context sensitive
9. Set performance standards
10. Include implementation steps

Source: U.S. National Complete Streets Coalition

Complete Streets in the context of land use planning and the Growth Plan for the Greater Golden Horseshoe was addressed by Hannah Evans, Director of Partnerships and Consultation for the Ontario Growth Secretariat. She reiterated that there is no formula for Complete Streets because all streets look and function differently based on context.

Street activity is a product of land use. Therefore, land use and transportation infrastructure decisions must be complementary. Mixed uses can animate streets by providing numerous destinations accessible by foot or bike.

COMPLETE STREETS IN A RURAL COMMUNITY

Collaboration between active transportation and public health is an effective way to leverage resources to implement Complete Streets policy and design, especially in rural communities.

Rural Complete Streets have unique needs and opportunities. Challenges include large distances between destinations, limited human and financial resources, and few rural examples and case studies.

Despite these barriers, Kate Hall, Project Coordinator of Walk Friendly Ontario, and Sue Shikaze, Chair and Health Promoter with the Haliburton Kawartha Pine Ridge District Health Unit, described significant active transportation progress in Haliburton County.

Based on the Active Communities Charter, Communities in Action Committee (CIA) uses an integrated planning approach focusing on partnership and collaboration. Made up of representatives from local active transportation and public health promoters and advocates, the CIA has built a broad network of support throughout Haliburton County.

Inputs	Outputs	Outcomes	Impacts
Leadership	Partnership & relationship building	Policy changes	Viewed as credible resource
Rural Opportunities		↑ awareness	
Research	Resource development Creating evidence	Recognition	Cultural shift in decision making
Program Planning		Knowledge exchange	
Municipal Investments	Community events, engagement, education Large infrastructure projects	↑ walking & cycling	Health, economic, quality of life benefits

Communities in Action Committee Approach + Impacts
- Courtesy of Sue Shikaze

With funding from community-based groups, two key planning frameworks were released in July 2008: A Cycling Master Plan for Haliburton County and an Active Transportation Plan for the Town of Minden. CIA also provided input to support active transportation in Ontario's Provincial Policy Statement and Haliburton County's Official Plan.

A 2011 survey of Haliburton County shows encouraging results. Survey respondents report a 24% increase in using active transportation as their primary mode of travel since 2007 and a 38% reduction in relying on driving as the primary travel mode.

COMPLETE STREETS, LIVABLE COMMUNITIES

*Investment in Complete Streets is investment in community.
Small and incremental changes have powerful impacts.*

Streets are incomplete without interesting, inviting, and comfortable places. Robert Voigt, Manager for Planning and Infrastructure Projects for the Town of Collingwood, described how placemaking can be achieved through small targeted interventions.

100 day projects are small but effective compared to large scale 100 year projects that are ambitious, expensive, and not always completed. "Urban acupuncture" examples from Collingwood include an art market created from five parking spaces, a parking lot market square, and natural playgrounds.

Dan Burden, Executive Director and co-founder of the Walkable and Livable Communities Institute, went on to speak about "how we go from where we are now to something better." Defining what is wrong must happen before building what is right.

Despite trying, it is not possible to build our way out of traffic. Therefore, a paradigm shift away from automobile-centric to pedestrian-oriented design is necessary. In fact, Mr. Burden surmises that Vehicle Miles Travelled has already peaked.

Complete Streets are a powerful tool that set the stage for better cities. Instead of designing buildings first and streets as an after-thought, we must recognize that streets are the primary way that we experience our environment and how we choose to travel.

Using performance measures for "on the ground experiences" can help such changes be implemented. For risk averse developers, engaging in discussion about designs and providing examples of successful cases is integral to making headway. A community attracts investment by showing dedication to a high-quality environment.

DESIGNING COMPLETE STREETS

LESSONS FROM 20+ YEARS OF COMPLETING STREETS

The most effective approach to building Complete Streets is to establish a network of roads that vary based on context.

Michael King, principal at Nelson/Nygaard in New York City, shared lessons from completing streets around the world. He emphasized the importance of understanding how a place came to be and working from there to produce context sensitive solutions. In his experience the process for implementing successful Complete Streets includes:

- Recognize that street form does not determine connectivity
- Use pilot projects to develop design solutions
- Create performance measures to determine effectiveness
- Market to the public to make the planning concept tangible

Paul Lippens, Senior Planner at Chicago-based Active Transportation Alliance, described how although Chicago passed a Complete Streets policy in 1996, a robust network is not yet in place. With the overarching goal of reconfiguring streets to make the most vulnerable users comfortable, the immediate measurable goal is to build 100 miles of protected bicycle lanes within four years, to be completed by 2015.

An order from Mayor Rahm Emanuel to complete the goal resulted in a Design Manual for Active Transportation. Context sensitive solutions were embedded into the process, with road typologies for a range of conditions along the urban-to-rural transect.

We must build cities as if our lives depended on it.
- Dan Burden



Complete Street Transformation Phases

DEVELOPING A DESIGN GUIDE FOR CALGARY

A Complete Streets design guide is a living document that is enhanced by a companion construction manual.

Joe Olson, Complete Streets Project Lead for the City of Calgary Transportation Department, summarized the ongoing development of Calgary's Complete Streets guide. In planning for significant population growth, Calgary needs to develop a more interconnected road network with corridors that link nodes. Building on existing Complete Streets policy, a document detailing standards and processes is required for successful implementation.

Inspired by similar design manuals from around the world, Calgary's guide has four parts: policy, guidelines, processes, and education. A separate implementation guide will follow to expedite the release of the design guidelines. While the goal is to accommodate all road users, the reality is that they will all be considered in future street design.



- Courtesy of Dan Burden

Embedded design standards require time and resources to change. For others undergoing a similar process, Mr. Olson recommends:

- A construction manual to accompany design guidelines
- A team and resources dedicated to Complete Streets
- An initial project charter to be updated as the project progresses

URBAN BRAILLE FOR FLEXIBLE STREETS

Street users have varying needs and preferences. A dialogue between designers and users, such as the visually impaired, is required to best accommodate special needs.

Streets and streetscapes are valuable city building assets. Sheyda Saneinejad and Mark Van Elsberg from the City of Toronto Public Realm Section explored how streets provide space for

- Recreation + health
- Landscape, tree canopy, + environmental sustainability
- Social engagement + community gathering

Shared and flexible streets contribute to these goals by removing curbs and permanent barriers, creating opportunities for special features, and improving access for the physically disabled. However, curbs, grade changes, and different paving materials are indicators that the visually impaired and guide dogs use to travel streets safely.

Boyd Hipfner, a long-time advocate for accessibility for the vision impaired, shared his perspective about navigating Toronto with a cane. Designer's intentions are not always understood by users. For example, coarse pavers are indistinguishable from smooth ones underfoot, despite the assertion that they function as a cue.

In Toronto, Market Street is proposed to become a shared space that changes based on season with patios and event space in summer that become parking in winter. However, consistency is the key for legibility and comfort for the visually impaired – design language and environments ideally remain constant over time.

Although no answers were reached, such dialogue is essential for designers and end users to discuss intentions and reactions. Incorporating process into designing Complete Streets results in more accommodating solutions for all users.

COMPLETING COMMUNITIES

PUBLIC ENGAGEMENT START POINTS

Building Complete Streets requires public participation. Clear and transparent conversation is essential for meaningful engagement that keeps projects on track.

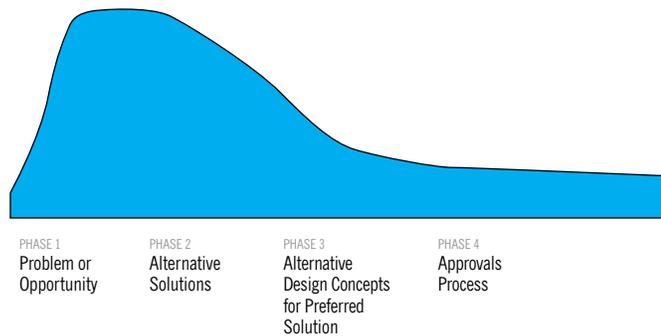
Paul Young, a planner, landscape architect, and health promoter with Ontario Healthy Communities Coalition, discussed how to achieve meaningful community consultation. Articulating the

purpose and objectives at the outset of the process results in realistic expectations and commitment. Public participation takes on different forms based on whether the goal is to inform, engage, collaborate with and/or empower community members.

Meaningful community involvement and consensus building is flexible, creative, and on-going to build trust, provide updates, and inspire future participation. Local media also play a role by providing attractive, clear, and informative promotion that gets people excited about participating.

Raj Mohabeer, Transportation Planning Lead with Parsons Brinckerhoff Halsall, went on to describe the integral role of public participation in project management. Early community involvement sets the stage and can prove essential in avoiding delays as a project moves forward.

Level of Effort to Avoid Delay



Level of effort to avoid delay should peak at the beginning of the project.
- Courtesy of Raj Mohabeer

The participatory process must be simple, accessible and easy to follow, especially with complicated infrastructure and/or transportation projects. Meaningful engagement techniques:

- Let people talk and understand individual issues
- Building common ground, and
- Foster collective values and goals.

MOBILITY AND PUBLIC SPACE

Addressing the relationship between public space and mobility options is the most effective agent to build Complete Streets. Driving decreases when it becomes the least enjoyable and easy option.



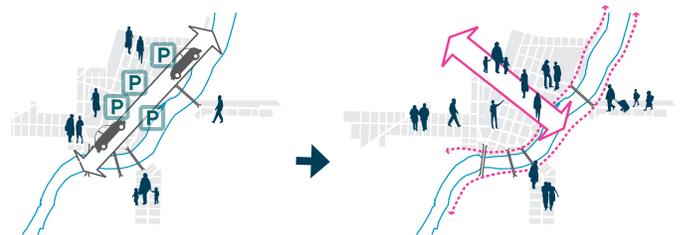
- Courtesy of Antonio Gomez-Palacio

Understanding the economic market's power and the public's place within it is imperative, according to Antonio Gomez-Palacio, Principal at DIALOG. Recognizing where people live and how they move is integral to thinking about the future in terms of transit planning and city building.

A paradigm shift is necessary to figure out how to best, and most efficiently, move people, not cars. Transit choice is and will continue to be closely connected to density and its related urban form. Multi-modal and pedestrian supportive urban design are imperative to transit investment and in transforming cities of the future.

Moral obligation is one argument for active and public transportation, which are ultimately quality of life and social justice issues. However, it is paramount to determine and focus on the most effective behavior changing mechanisms, whether they are financial or convenience factors.

Chris Hardwicke, Associate with Sweeny Sterling Finlayson & Co Architects, went on to describe measuring behavior as the basis of Saskatoon's new City Centre Plan. Using a mapping tool, the city's public spaces and mobility conditions were quantified and qualified. The data and related charts, maps, and illustrations allow for annual comparisons and progressive changes and adaptations.



From a recreational riverfront to a people-oriented riverfront destination, Saskatoon
- Courtesy of Chris Hardwicke

Part of the first phase of the downtown plan, mapping was completed before the formal Request For Proposal process began, providing all project teams with equal access to the latest, integrated, and up-to-date data. Performance measures can guide planning decisions and provide the basis for iterative and responsive planning implementation.

STEPPING TOWARDS CHILDREN'S MOBILITY

On-going youth engagement increases active transportation to school.

Active trips to school have declined due to school location, accessibility by various modes, and parental perceptions of safety. Schools are the second largest morning trip generator in the GTA so active transportation is important in terms of congestion, environment, and health. Jennifer Lay, Program Coordinator of School Travel for Metrolinx described Stepping It Up, an initiative with the long term goal of having most students (and staff) walk or bike to schools safely and enjoyably.

This pilot project used innovative approaches to involve students, including photovoice (see next page) mapping, walkabouts and

Photovoice Process

PHASE 1

- ✓ Introduction
- ✓ Mapping
- ✓ Walkabout



PHASE 2

- ✓ Creative presentations
- ✓ Shared discussions



PHASE 3

- ✓ Communication
- ✓ Community action



Photovoice represents a point of view by taking photographs, discussing them together, and developing narratives to go with their photo, followed by action.
- Courtesy of Jennifer Lay

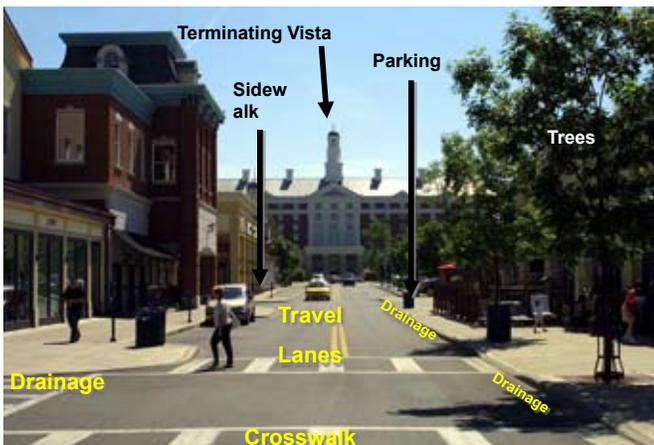
shared discussions. In Hamilton and Peel Region, kids inspired and motivated parents to change their commuting habits and created a platform for young leaders and future advocates of active transportation.

Wayne McKay, Physical Activity Coordinator for Cape Breton Region, and Stephanie Johnstone-Laurette, Youth Active Transportation Coordinator with the Ecology Action Centre, shared lessons from Making Tracks, Active & Safe Routes to School, and Youth Action Committee in Nova Scotia. Youth engagement requires ongoing relationships between youth and adults, which also benefits the larger community. Both programs are addressing cycling training programs and providing secure bike racks at schools.

WALKING AUDITS

Everyone can understand what a Complete Street is. Walking audits give citizens the vocabulary and confidence to ask for the streets and towns they want to live in.

The Forum concluded with inspirational images and practical ideas to achieve Complete Streets from Dan Burden, Executive Director and co-Founder of the Walkable and Livable Communities Institute. A former National Geographic photographer, Mr. Burden has learned how to see the world from behind a camera and now uses his eye



Elements of a street

- Courtesy of Dan Burden

for detail to lead community walking audits. His focus is on building human-scale Complete Streets that function as places and travel corridors for all modes.

During walking audits, participants learn how to break down the roadway, buildings, and sidewalk to their simple component parts, examine how they work together, and understand their impacts.

This process allows for informed discussion about why one design works better than another. Such attention to detail facilitates context sensitive yet straightforward solutions such as aligning streets to terminate with a view, adding inviting street level windows in buildings, and providing adequate shade from trees or architectural features that encourages people to walk.

Walking audits are a powerful tool. The interactive and inclusive process enables participants to develop solutions where they are needed. The presence of key decision makers, such as planners, engineers, politicians, attorneys, fire services, urban foresters, and media is integral to success.

Community participation, especially including young people, is also recommended. By teaching young people how to see the spaces they live in from a design perspective enables them to participate in the conversation for change. His parting advice: be wary of standards.

COMPLETE = LIVABLE STREETS

Over the course of the day, the conversation about Complete Streets expanded from the static into a dynamic understanding of something with many moving parts. In his moving closing remarks, Ken Greenberg described how the Forum unpacked all of the ingredients that go into making this monumental shift. We need to:

Build streets for the destination - not just the journey. To go from generic to authentically different places, we have to engage the values of the communities that contain the streets. By peeling back layers of history and questioning what are we trying to achieve, we can use different regulations with different goals.

Understand the role streets play in our lives. The relationship between walkability, poverty, and access to necessities has created a health crisis. Complete Streets enhance our ability to lead long, successful lives

Communicate differently - use humour, creativity, and storytelling. We can find a common language with new words that conjure an image of what streets are and what they do. This will contribute to moving past the idea that any transportation other than the automobile is alternative.

Ultimately, the discussion at the Complete Streets Forum 2012 is about living in urban and rural communities as human beings. Complete Streets do more than accommodate all users and modes - **they support life.**

SPEAKERS

Dan Burden - Executive Director + Co-Founder, Walkable and Livable Communities Institute
Dr. Monica Campbell - Director of Healthy Public Policy, Toronto Public Health
Hannah Evans - Director of Partnerships + Consultation, Ontario Growth Secretariat
Antonio Gomez-Palacio - Principal, DIALOG
Ken Greenberg - Principal, Greenberg Consultants Inc.
Kate Hall - Project Coordinator, Communities in Action Committee
Chris Hardwicke - Associate, Sweeny Sterling Finlayson & Co Architects
Boyd Hipfner - Formerly with Canadian National Institute for the Blind
Stephanie Johnstone-Laurette - Youth Active Transportation Coordinator, Ecology Action Centre
Michael King - Principal, Nelson\Nygaard
Paul Kulig - Principal, regionalArchitects
John N. LaPlante - Vice President + Director of Traffic Engineering, T.Y. Lin International
Jennifer Lay - Program Coordinator, School Travel, Metrolinx
Eva Ligeti - Executive Director, Clean Air Partnership
Paul Lippens - Senior Planner, Active Transportation Alliance
Wayne McKay - Cape Breton Region Physical Activity Coordinator
B.N. (Raj) Mohabeer - Transportation Planning Lead, Parsons Brinckerhoff Halsall
Norma Moores - Associate, IBI Group
Dr. David L. Mowat - Medical Officer of Health, Region of Peel
Joe Olson - Complete Streets Project Lead, Transportation Dept, City of Calgary
Sheyda Saneinejad - Project Lead, Public Realm Section, City of Toronto
Sue Shikaze - Health Promoter, Haliburton, Kawartha, Pine Ridge District Health Unit
Nancy Smith Lea - Director, Toronto Centre for Active Transportation (TCAT)
Gary Toth - Senior Director, Transportation Initiatives, Project for Public Spaces
Mark Van Elsberg - Project Manager with Transportation Services, City of Toronto
Robert Voigt - Manager for Planning + Infrastructure Projects, Town of Collingwood
Ryan Anders Whitney - Complete Streets Researcher + Project Manager, TCAT
Paul Young - Planner, Landscape Architect, + Health Promoter, Ontario Healthy Communities Coalition

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