

Presented To:	Operations Committee
Presented:	Monday, Jun 18, 2018
Report Date	Friday, Jun 01, 2018
Type:	Presentations

## Request for Decision

### Complete Streets Policy

#### Resolution

THAT the City of Greater Sudbury approves the Complete Streets Policy as outlined in Attachment 1 to the report entitled “Complete Streets Policy”;

AND THAT Infrastructure Capital Planning staff be directed to prepare a business case to develop the Complete Streets Design Guidelines and Implementation Strategy to be considered as a budget option during the 2019 budget process;

AND THAT staff be directed to report to the Operations Committee in 2020 on the development of the Complete Streets Design Guidelines and Implementation Strategy, with recommendations on any support which may be necessary for implementation, as outlined in the report entitled “Complete Streets Policy”, from the General Manager of Growth and Infrastructure, presented at the Operations Committee meeting on June 18, 2018.

#### Relationship to the Strategic Plan / Health Impact Assessment

This report delivers on an action of Greater Together, the corporate strategic plan, under the key pillar of Sustainable Infrastructure, which is to develop a Complete Streets Policy. The development of this policy will guide how the City plans and delivers transportation infrastructure and will be critical to the achievement of the priority to provide quality multimodal transportation alternatives to connect neighbourhoods and communities within Greater Sudbury.

#### Report Summary

This report introduces the Complete Streets policy for the City of Greater Sudbury. This policy will guide current and future transportation infrastructure planning and delivery to ensure residents of all ages and abilities, using all modes of transportation are best accommodated

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during the planning, design, construction and maintenance of City infrastructure.

### **Financial Implications**

There are direct, but currently unquantifiable financial implications if this policy is approved. Since this policy establishes directions that would influence the scope and extent of transportation infrastructure investments, it is reasonable to anticipate a change compared to historical transportation investment trends. For example, higher investments compared to prior periods in sidewalk construction, bike lanes or other features could be anticipated. Whether this leads to increased capital spending or a reallocation of existing spending forecasts is subject to future Councils' decisions. Nonetheless, this policy will be applied by staff in a manner that respects the long range financial plan, reflects alignment with capital prioritization processes and that would ultimately, always, be subject to Council's review and approval via annual budgets.

# Complete Streets Policy

## Background:

Greater Together (2015), the Corporate Strategic Plan for the City of Greater Sudbury contemplates a sustainable approach to how the City plans and delivers infrastructure that includes a variety of transportation modes. A priority of Greater Together is for the City to provide quality multimodal transportation alternatives for roads, transit, trails, paths and sidewalks that connect neighbourhoods and communities in Greater Sudbury. An action of Greater Together is to develop a Complete Streets Policy for the City.

The City of Greater Sudbury Official Plan (2006) envisions Greater Sudbury as a healthy community which recognizes that taking a balanced approach to development that considers the social, economic and environmental needs of the community and ultimately enhances the health and quality of life of our residents. By providing infrastructure that enables residents to choose to travel by foot, bicycle or transit, the City will become a more equitable, healthy, economically competitive and environmentally sustainable community over the long term.

To further achieve the vision outlined in the Official Plan, the Healthy Community Strategy was adopted in 2010 and provides a framework for how the City can work with partners to continue moving towards becoming a more inclusive, resilient and sustainable community. Goal 2 of the Strategy is to advocate for the implementation of the Sustainable Mobility Plan, which was received by Council in 2010 and was the result of extensive community engagement on active and sustainable transportation. The Sustainable Mobility Plan made 66 recommendations, including that the City develop and implement a Complete Streets policy.

In 2016, the Transportation Master Plan (TMP) was updated to better align with these priorities by taking a sustainability-focused approach to optimizing and enhancing the transportation network. The 2016 TMP outlines a cycling facility network, and recommends a suite of policy options to support the delivery of pedestrian and cycling infrastructure in Greater Sudbury. A recommendation to develop a Complete Streets Policy for the City was reiterated in this plan.

In November 2017, ten community priorities for population health were presented to the Community Services Committee for endorsement. These priorities will form the basis for the development of a Population Health Strategy for the City of Greater Sudbury, to be implemented over the next ten years. While all ten priorities will contribute to the achievement of a healthy community, one of the priorities is specifically to support the creation of healthy streets. Healthy streets require safe and accessible space for users of all ages and abilities.

In January 2018, the City of Greater Sudbury was recognized with a Bronze level Bicycle Friendly Community Award from Share the Road Cycling Coalition. By participating in this voluntary evaluation process, staff received valuable feedback on how the community can move towards the Silver level designation. This feedback included a recommendation that the City move forward with adopting a Complete Streets Policy.

A Complete Streets policy ensures that, from the start, linear infrastructure capital projects are planned and designed to meet the needs of every community member, regardless of their age, ability or how they choose to travel. By adopting a Complete Streets policy, there will be greater clarity and transparency in decision-making processes such that social, economic, health and environmental priorities of the community are considered and balanced in the design and operation of the entire road allowance.

### **What are 'Complete Streets'?**

Generally speaking, complete streets are for everyone. Streets are a significant aspect of the public realm, are integral to the livability of cities and should be designed and operated to enable access for all uses and users within the transportation system. Complete Streets are specifically designed to consider the needs of all users, such as people who walk, bike, take transit or drive, and people of varying ages and abilities.

While not every type of use or user may be accommodated on every street, the goal is to build a city with a well-functioning street network that supports and sustains our quality of life. Complete Streets ensure that social, economic and environmental priorities are integrated with how streets are planned and designed.

There is no single way in which to make a street 'complete'. It depends on many factors including the character and context of each particular street. For example, on a rural residential street with very low traffic volume, providing a widened paved surface may suffice to accommodate the needs of all users safely. In contrast, on an urban arterial road with significant traffic volume and speed, such as Paris Street, sidewalks on both sides of the road, physically-separated cycling infrastructure and enhanced transit bus stops with shelters and benches would be more appropriate. In both cases, these streets can be considered 'complete', recognizing their distinct contexts.

### **Community Benefits of Complete Streets:**

Complete Streets support an appropriate balance between motorized travel and other users of the right-of-way. Beyond enabling different kinds of mobility, Complete Streets serve a number of functions that have social, economic, environmental, health and choice benefits for the community:

#### Social

The design of a complete street can help build a sense of place in a community by encouraging an inclusive, engaging public realm. As more people begin to use the street in different ways, the social interactions that happen can help build community cohesion and may lead to reduced crime by providing more "eyes on the street". Taking a complete streets approach to designing streets will complement the application of Crime Prevention through Environmental Design (CPTED) principles.

### Economic

By creating a more varied and interesting public realm, complete streets often encourage the retention of smaller, locally-owned businesses, which contributes to a stronger local economy. Transportation projects that improve safety for all road users and encourage multimodal travel have also been positively correlated with higher retail sales. A study completed in October 2017, by the Toronto Coalition for Active Transportation examined the economic impact of the protected bike lanes installed on Bloor Street in the City of Toronto and found that economic activity in the area increased after the bike lanes were installed in 2016.

### Environmental

The most immediate benefit of a complete street is its ability to reduce automobile use, subsequently reducing reliance on fossil fuels and the production of greenhouse gases. If more residents choose to travel by sustainable modes, the subsequent reduction in carbon emissions will also result in improved air quality in the community. For the average Canadian, driving produces about 4.6 tonnes of CO<sub>2</sub>e per year per vehicle, which equates to roughly twice as much GHGs than produced by public transit and six times more GHGs than walking or cycling.

### Health

Complete streets can encourage walking and cycling as regular and frequent modes of travel. The resulting increase in activity has a significant and positive impact on the health of local residents. Walking and cycling can contribute to meeting the Canadian Physical Activity Guidelines of exercising a minimum of 150 minutes per week, which can reduce incidence of diabetes, cardiovascular disease and stroke by up to 50%. Further, the design of a complete street can potentially reduce collisions between vehicles, bicycles and pedestrians by providing safe operating space for all users.

### Choice

Multimodal streets offer people options for safe, attractive and convenient travel by foot, by cycle, on transit, as well as in motorized vehicles. A multimodal street network allows people to tailor their trip to their preferred mode of travel and provides better accessibility to locations within the citywide transit and cycling networks, which can enhance the adjoining neighbourhoods and further improve property values.

### **Policy Development Process:**

To develop the Complete Streets policy for the City of Greater Sudbury, staff undertook a variety of activities, including:

### 1) Background Policy Review

Creating a framework for a Complete Streets policy for the City of Greater Sudbury first required developing an understanding of the environment in which this new policy and approach is to be implemented. As a first step, an examination of internal strategic documents, policies and decisions that guide growth and capital planning in our community was undertaken. Information gathered through this analysis was used to inform the development of a policy that meets the needs and expectations of both residents and staff in the Greater Sudbury community.

### 2) Environmental Scan of Best Practices

Research was undertaken to review Complete Streets policies recently adopted by cities in both Canada and the United States. To date, only five municipalities in the Province of Ontario have formally adopted Complete Streets policies, with many more municipalities taking a 'complete streets approach'. Policies of municipalities in Ontario reviewed during this scan include:

- Town of Ajax
- Town of St. Thomas
- City of Ottawa
- City of Waterloo
- City of Toronto

In addition to reviewing best practices in the Canadian context, examples from the United States were also examined for their applicability to the local context in Greater Sudbury. The National Complete Streets Coalition (NCSC) has published 'The Ten Elements of a Complete Streets Policy', which outlines the essential components of a comprehensive policy to help communities develop policies and practices to ensure streets are planned and designed for people of all ages and abilities, balance the needs of different modes, and support local land uses, economies and the natural environment. Using this list of ten elements the NCSC scores all newly adopted Complete Streets policies in the United States on an annual basis. The top three policies in 2016, each receiving a perfect score of 100 and tied for first place, were reviewed, including policies from:

- Brockton, MA
- Missoula, MT
- Wenatchee, WA

### 3) Internal Staff Consultation

In December 2017, an internal staff workshop was held with representatives from Infrastructure Capital Planning Services, Linear Infrastructure Operations, Engineering Services, Planning Services, Leisure Services and Transit Services. Staff were presented an overview of the background to support the development of the Complete Streets

policy and provided with an opportunity to discuss what the benefits and challenges of implementing such a policy in Greater Sudbury may include. Ultimately, feedback collected during this workshop helped to shape the vision and draft policy.

#### 4) Visioning Workshop with the Sustainable Mobility Advisory Panel (SMAP)

In December 2017, a visioning workshop was undertaken with members of the Sustainable Mobility Advisory Panel to better understand the community perspective on Complete Streets. Members of the panel were led in a facilitated activity to gain their input on opportunities, challenges and the context of applying a complete streets policy in Greater Sudbury. Input provided by members of the panel contributed to the development of the vision and draft policy.

#### 5) Development of Vision and Draft Policy

Input received during both the staff and SMAP workshops was compiled, analyzed and used to form the basis of the following vision for Complete Streets:

To create great places and enhance the quality of life of residents, the City of Greater Sudbury will provide safe, accessible streets for all users.

Complete streets will improve quality of life for Greater Sudbury residents and attractiveness of the community over the long-term by providing a balanced and connected transportation system that enhances public health and safety, livability, equity, affordability, and that supports increased economic activity and opportunity.

Data gathered during the background policy review and environmental scan of best practices was used to inform the development of a context-specific draft Complete Streets policy for the City of Greater Sudbury.

#### 6) Final Policy Review by Internal Staff and SMAP

In early April 2018, the draft Complete Streets policy was circulated for input from internal staff as well as from members of the Sustainable Mobility Advisory Panel. Input received was used to refine the draft policy presented in Attachment 1.

### **Next Steps: Complete Streets Design Guidelines and Implementation Strategy**

The development of comprehensive Complete Streets Design Guidelines (Guidelines) and a corresponding Implementation Strategy will provide the City of Greater Sudbury with a consistent and transparent approach to the design of the public right-of-way that integrates the City's key policies, bylaws, standards and guidelines and uses the latest best practices in integrated transportation corridor design.

Since street design has a direct impact on the work, interests and operations of numerous City divisions, it is anticipated that the Guidelines will provide an integrated approach to inform, streamline and better coordinate decision-making and commenting when reviewing development applications and linear infrastructure capital projects. The Guidelines are intended to further help to prioritize the many demands placed upon our streets.

Staff are seeking direction to prepare a business case for the development of Complete Streets Design Guidelines and Implementation Strategy. This will include the use of third party professionals with experience in this area and staff collaboration to ensure the resulting guidelines reflect a “made in Greater Sudbury” approach. It is anticipated that the Guidelines will become the unifying document for ensuring a consistent approach to the design of the right-of-way and provide a means to balance competing interests at the outset of the road design process.

### **Reporting:**

To effectively monitor and evaluate implementation of the Complete Streets Policy, staff will report annually to the Operations Committee regarding:

- Steps taken to implement the Complete Streets Policy;
- Key performance indicators, which will evolve as the policy becomes more established throughout our capital plans; and
- Developments in other communities, lessons learned and other steps we could apply in Greater Sudbury.

### **Communications Plan:**

To promote the adoption of the Complete Streets Policy for the City of Greater Sudbury, staff will work with Corporate Communications to ensure a webpage is created on the City's website for 'Complete Streets' and that the policy (Attachment 1) is made available to the public.

### **Conclusion:**

This report delivers on an action of Greater Together, the corporate strategic plan, under the key pillar of Sustainable Infrastructure, which is to develop a Complete Streets Policy. Infrastructure Capital Planning staff are seeking approval of the Complete Streets Policy and further direction to prepare a business case for the Complete Streets Design Guidelines and Implementation Plan to be considered during the 2019 budget process.



## **Resources Cited:**

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Complete Streets Policy Exhibit A to Ordinance 2016-24. City of Wenatchee, Washington. Accessed online:

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Canadian Physical Activity Guidelines, Public Health Agency of Canada, May 23, 2011. Accessed online:

<https://www.canada.ca/en/public-health/services/health-promotion/healthy-living/physical-activity.html>

# THE CITY OF GREATER SUDBURY POLICIES AND PROCEDURES

**DEPARTMENT:** Growth and Infrastructure

**DIVISION:** Infrastructure Capital Planning

**TITLE:** Complete Streets Policy

**APPROVED BY:** City Council

**DATE:** June 18, 2018

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## 1.0 CONTEXT AND NEED FOR A POLICY

A *Complete Streets* approach integrates the mobility needs of people in the planning, design, construction, operation and maintenance of transportation networks. This approach breaks down the traditional separation in planning for different modes of travel, and emphasizes context-sensitive, multimodal capital project planning, design, and implementation. In doing so, a Complete Streets approach can make streets safer and more convenient for all residents of Greater Sudbury, no matter their age, income, physical or cognitive ability, or how they choose to travel.

A Complete Streets approach understands that people who travel by foot or by bicycle are legitimate users of the transportation system and equally deserving of safe facilities to accommodate their travel. Ultimately, the City of Greater Sudbury aims to provide a safe, affordable, convenient, and reliable transportation network for all users of all abilities. The City recognizes that complete streets are achieved through a series of incremental improvements to the transportation network over time.

## 2.0 VISION

To create great places and enhance the quality of life of residents, the City of Greater Sudbury will provide safe, accessible streets for *all users*.

Complete streets will improve quality of life for Greater Sudbury residents and attractiveness of the community over the long-term by providing a balanced and connected transportation system that enhances public health and safety, livability, equity, affordability, and that supports increased economic activity and opportunity.

## 3.0 PRINCIPLES

1. Complete Streets serve all users and modes.
2. Complete Streets require a context-sensitive design approach that considers and incorporates best practices, wherever possible.
3. Complete Streets are the responsibility of all City Departments.
4. Complete Streets include all public roadways and all projects and phases.

5. Complete Streets require appropriate performance measures.

## 4.0 POLICY

The City of Greater Sudbury shall plan, design, construct, operate, and maintain the transportation network to provide a comprehensive and integrated network of facilities that are safe and convenient for people of all ages and abilities travelling by foot, bicycle, public transit or vehicle.

All planned new roads, including those which are development or growth-driven, shall be built as context-sensitive complete streets to provide facilities for people who walk, bike and take transit.

This approach shall also be applied to all infrastructure capital projects, where the entirety of the roadway is planned to be reconstructed or rehabilitated with substantial infrastructure improvements within the existing road allowance, to provide new or improved facilities for people who walk, bike and use public transit.

Maintenance programs shall be planned to provide for the safe and convenient operation of sidewalks, cycling infrastructure, the public transit system and roadways for people of all ages and abilities.

Implementation of this policy shall reflect the context and character of the surrounding built and natural environments, enhance the appearance of these environments and should make all reasonable efforts to avoid and minimize negative impacts to those features to the maximum extent possible.

## 5.0 DEFINITIONS

**All Users:** Individuals of all ages and abilities including, but not limited to, pedestrians, cyclists, conventional and specialized public transit users, people with physical or cognitive disabilities, emergency services, motorists, freight providers and other commercial vehicles.

**Asset:** A resource owned/controlled by the City of Greater Sudbury and from which a future economic benefit (>1 Year) is expected to be realized.

**Complete Street:** A street that provides accommodations for users of all transportation modes including, but not limited to, walking, cycling, driving, public transit and freight.

**Capital Project:** A construction project, the purpose of which is to maintain or improve a City-owned asset. It is the construction of a new asset or the expansion, rehabilitation or replacement of an existing asset.

**Cycling Facility:** A cycling facility is a general term used to denote facilities designed for use by cyclists. Some examples of cycling facilities include, but should not be limited

to: signed bike routes, signed bike routes with paved shoulders, edgelines/urban shoulders, bicycle lanes, cycle tracks and multi-use paths.

**Pedestrian Facility:** A pedestrian facility is a general term used to denote facilities designed for use by pedestrians. Some examples of pedestrian facilities include, but should not be limited to: concrete sidewalks, paved shoulders, and multi-use paths.

## **6.0 RESPONSIBILITIES**

The City of Greater Sudbury will implement this Policy by enacting appropriate and timely by-laws, procedures, processes, programs, guidelines and standards that support the delivery of Complete Streets. This may be further complemented by promoting, collaborating, cooperating and partnering with community agencies and/or the development community.

The following Divisions will be responsible for implementing this Policy:

- Infrastructure Capital Planning
- Engineering Services
- Transit Services
- Linear Infrastructure Operations
- Planning Services

## **7.0 CONTACT**

*Director, Infrastructure Capital Planning Division, Growth and Infrastructure Department*

# Complete Streets Policy

Presentation to:

## Operations Committee

June 18, 2018

**Marisa Talarico, M.P.I.**

Active Transportation Coordinator



# What is a Complete Street?

*A complete street is designed and operated to enable safe access for users of all ages, abilities and modes of travel.*





# What are the benefits of Complete Streets?





Complete Streets are not:

*A one-size-fits-all approach*

# What do Complete Streets look like?

Paris Street



# What do Complete Streets look like?

Bancroft Drive





# What do Complete Streets look like?



Fairbank Lake Road

# What do Complete Streets look like?

Lavoie Street





# What do Complete Streets look like?



Cranbrook Crescent

# What do Complete Streets look like?

Miller Street





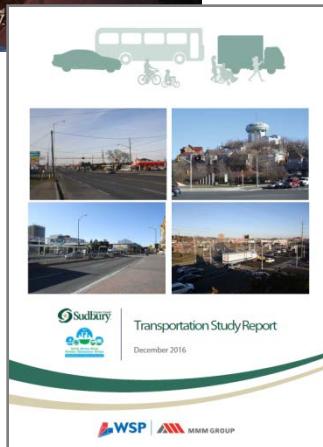
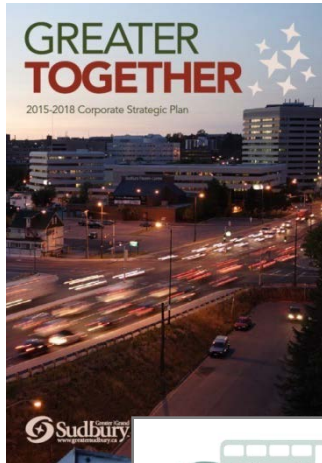
# What do Complete Streets look like?



Old Creighton Road



# Strategic Direction



- Key Pillar: Sustainable Infrastructure
  - *“Develop a Complete Streets Policy.”*
- Transportation Master Plan Recommendation:
  - *“Implement a Complete Streets policy so that the transportation network is designed, constructed, operated and maintained for all users and all modes of transportation.”*

# Policy Development Process

Q3 2017

- Complete Background Policy Review
- Environmental Scan of Best Practices

Q4 2017

- Internal Staff Consultation Workshop
- Visioning Workshop with the Sustainable Mobility Advisory Panel

Q1 2018

- Internal Staff Consultation Workshop
- Visioning Workshop with the Sustainable Mobility Advisory Panel (SMAP)

Q2 2018

- Development of Vision and Draft Policy
- Draft Policy Review by Internal Staff and SMAP
- Presentation of Draft Policy to ELT and Operations Committee

# Vision

To create great places and enhance the quality of life of residents, the City of Greater Sudbury will provide safe, accessible streets for *all users*.

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Complete streets will improve quality of life for Greater Sudbury residents and attractiveness of the community over the long-term by providing a balanced and connected transportation system that enhances public health and safety, livability, equity, affordability, and that supports increased economic activity and opportunity.

# Policy:

The City of Greater Sudbury shall plan, design, construct, operate, and maintain the transportation network to provide a comprehensive and integrated network of facilities that are safe and convenient for people of all ages and abilities travelling by foot, bicycle, public transit or vehicle.

*\* See Attachment 1 for complete policy*

# Next Steps:

## Complete Streets Design Guidelines

- Provide a consistent and transparent approach to the design of the public right-of-way
- Help to balance and prioritize competing interests and many demands placed upon our streets
- Inform and streamline decision-making and commenting on capital projects and development applications

# Questions?

Thank you

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