

Transportation & Infrastructure



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1.0 INTRODUCTION

The City of Owen Sound's Official Plan (OP) guides long-term decisions that relate to land use and planning. It establishes the policies for implementing provincial policies and interest, and sets out the framework that shapes our City's physical, economic, and social development. The OP is an important tool that supports our City's vision of a vibrant and thriving community that offers high-quality amenities surrounded by unique natural heritage features.

Under the Planning Act, municipalities are required to conduct a review of their Official Plan every ten years. They must complete a Provincial Plan conformity exercise to amend OP's to ensure that they conform or do not conflict with Provincial Plans, have regard to matters of Provincial Interest, and are consistent with the Provincial Policy Statement. Municipal OP's must also be in conformity with the policy and direction provided in County Plans.

Since the last OP update in 2012, several significant Provincial and local policy initiatives were completed. These include the coordinated review and update of the following:

- The Planning Act
- The 2020 Provincial Policy Statement (PPS)
- The Made-in-Ontario Environmental Protection Plan
- The Niagara Escarpment Plan
- Grey County Official Plan
- Grey County Transportation Master Plan
- Complete Street Policy and Implementation Guide for Grey Bruce

Our City will be undertaking a municipal comprehensive review (MCR) to determine:

- How and where our City may grow;
- How to use and protect the land and resources within our City;
- How to anticipate, address and mitigate the impacts of climate change to create a sustainable community;
- What housing types and economic opportunities are required for all types and ages of residents; and
- How people and goods move within and across our City, and connect to the Region beyond.

This review will constitute as Owen Sound's Provincial Plan conformity exercise and will satisfy the 10 year OP update requirement, as per the *Planning Act*.

1.1 What is Transportation and Infrastructure?

Transportation and Infrastructure systems are the foundation of cities and communities. These systems are what supports a community and allows a city to develop and innovate.

Transportation systems are defined in the Provincial Policy Statement as a system consisting of facilities, corridors and rights-of-way for the movement of people and goods, and associated transportation facilities including transit stops and stations, sidewalks, cycle lanes, bus lanes, high occupancy vehicle lanes, rail facilities, parking facilities, park 'n' ride lots, service centres, rest stops, vehicle inspection stations, inter-modal facilities, harbours, airports, marine facilities, ferries, canals and associated facilities such as storage and maintenance. To put it simply, transportation systems are what keeps a city moving and provides residents and businesses with the things they need while also allowing them multiple ways to get there.

Different types of transportation methods, such as active transportation, have been growing in popularity in North American cities. Active transportation refers to human-powered travel and includes walking and cycling for example. This type of transportation provides a choice of travel options and allows those who do not own a vehicle or cannot operate a vehicle to conveniently and safely travel to destinations. Another new type of transportation method is the transition from gasoline or diesel power automobiles to electric vehicles (EVs). EVs require additional transportation network infrastructure to support EV charging. As more and more automakers transition to electric vehicle options, cities that embrace this change will be at the forefront of automotive travel to come.

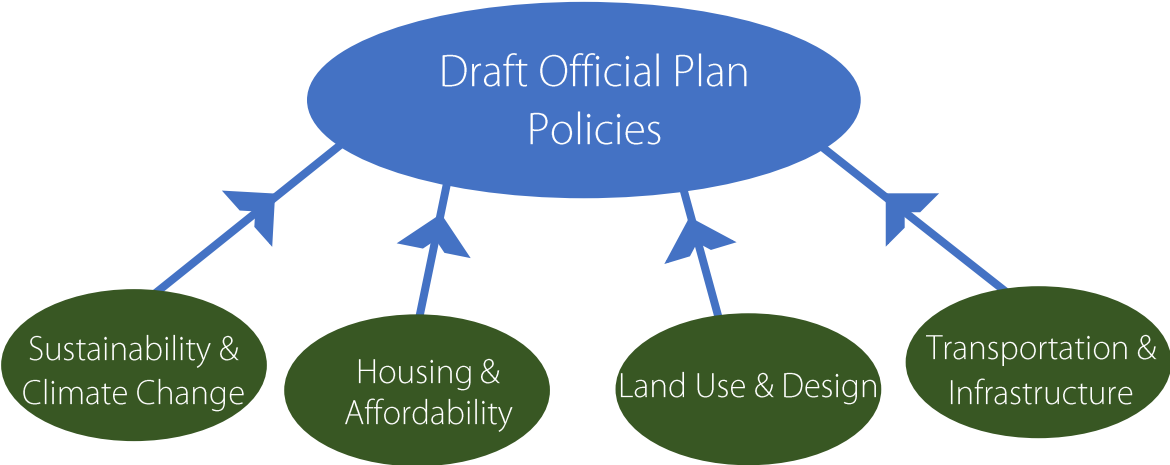
Infrastructure systems refer to physical structures (facilities and corridors) that form the foundation for development. Infrastructure systems includes a variety municipal and private services. Some of these systems include: sewage and water treatment, waste management, stormwater management, electricity transmission, and communication/telecommunication. These different types of systems are essential for a city to operate and provide residents and businesses with the facilities and resources to evolve, grow, and innovation while ensuring that sustainability, resiliency, and quality of life are maintained.

Communities with well-designed and maintained transportation and infrastructure systems require coordinated and co-operative action between all stakeholders, including governments, agencies, developers, business owners, and individual residents. Land use, development and planning decisions should be conducted based on the current and future availability of transportation and infrastructure systems.

1.2 Purpose of Discussion Paper

The following paper is the third in a series of discussion papers that will be released as part of the Official Plan Review process. Although the review will encompass all subject matters in the OP, the discussion papers will focus on key policy areas, including Housing, Land Use and Design, Sustainability and Climate Change, and Transportation and Infrastructure. The purpose of these discussion papers is to inform and engage all of Owen Sound’s stakeholders, including local businesses, residents and frequent visitors.

CITY OF OWEN SOUND **OFFICIAL PLAN UPDATE**



The Transportation and Infrastructure discussion paper provides an overview of current transportation and infrastructure policy direction in our OP. The discussion paper reviews current Provincial and County policies that address how municipalities will develop transportation solutions and maintain and enhance municipal infrastructure. The discussion paper also identifies issues with transportation and infrastructure policies in our current OP and incorporates community input and other best practices from municipalities to inform an analysis and list of recommendations.

It will also explore new policy direction to support public and active transportation solutions as well as the development of complete communities supported by public infrastructure. Finally, the discussion paper will include recommendations on what can be included in our new OP to provide policy direction on how transportation and infrastructure can be improved or better utilized.

1.3 Vision

The Vision for the City's OP provides a foundation for policy direction within the OP and offers insight into the objectives, goals, and milestones to consider when making planning related decisions. The following Vision statement reflects what the City aspires to be and acknowledges how it will get there.

“The City of Owen Sound is where you want to live. A complete community that values the natural environment, cultural diversity, historic streetscapes, vibrant waterfront and provides a sense of belonging. The City will plan to evolve as a centre for growth, opportunity and innovation while ensuring that sustainability, resiliency, and quality of life are considered in every decision.”

- ***Official Plan Vision Statement***

Consultation with members of Council, City of Owen Sound Staff, and the community provided a strong foundation for the creation of this vision statement. Visioning sessions provided an opportunity to facilitate an understanding of how the City views itself and what changes can be implemented to better reflect what the City wants to be.

Transportation and infrastructure were important topics mentioned during consultation and engagement sessions. In response to this, the Vision statement identifies that the City of Owen Sound will be a complete community. A complete community will provide residents with access to various transportation solutions that provide connectivity to all types of services, amenities, jobs and recreation opportunities. Part of a complete community is a sustainable transportation system that supports road networks as well as public and active transportation.

The vision statement also states that the City will evolve as a centre for growth, opportunity and innovation. To support this evolution of sustainable future growth, infrastructure, such as roadways, bridges, water and sewage treatment, telecommunication, and stormwater management facilities will need to be thoroughly addressed in our new OP.

2.0 CURRENT OFFICIAL PLAN DIRECTION

The current Owen Sound OP was adopted by City Council on March 20, 2006 and approved by the County of Grey August 10th of the same year. It was last updated in 2012 as part of a mandatory five-year review. The 2017 Office Consolidated OP includes policies in effect and approved amendments to the Owen Sound Official Plan.

Section 3.1 of our OP provides goals and objectives that include some direction on transportation and infrastructure decisions. Accordingly, transportation and land use planning decisions are encouraged to be based on environmental and economic sustainability. Similar direction is found in Section 3.7 – Infrastructure. Various policies in this section provide policies to improve, maintain and expand infrastructure to better serve existing and future residents. Policy 3.7.2.1 states that necessary public services and utilities required for existing and future development should be provided in an environmentally and economically sustainable manner. The remaining policies in Section 3.7 are strong, guiding policies that support the development of infrastructure and effective and efficient way. These policies will be reviewed and analyzed to ensure consistency with Provincial and County policy direction. In sections where objectives can be amended or new strategies can be implemented, updates will be recommended in the new OP.

Section 6 provides core policies relating to transportation and municipal services. This section of the OP contains a majority of the policies that this discussion paper will focus on. Specifically, this section includes general transportation policies that should apply to all planning related decisions. Sections 6.1.3 to 6.1.3.5 describe the various types of roadway classifications in the City (i.e. Provincial Highway, County Roads, Arterial Roads, Collector Roads, Local Roads, and parking). Section 6.1.5 and 6.1.6 include policies on active transportation and public transportation respectively. The current active transportation policy direction contains strong policies that support sustainable, healthy, active living through well-connected networks. Further, the OP states that these networks will be accessible and accommodate different modes of transportation (cycling, walking, etc.). Similarly, the OP contains policies for public transportation to support new growth and development and includes undertaking studies to best determine transit routes and facility locations.

The OP sections mentioned above provide strong direction towards how transportation and infrastructure decisions should be based on includes key considerations when making those decisions, such as environmental and economic feasibility. These policies will be updated to reflect current Provincial and County guidance if applicable.

3.0 ISSUES

Transportation and Infrastructure are at the core of how the City moves and develops efficiently and also contain the details associated with providing services to the community. From a governance perspective, the City develops a strategic vision and establishes policy through the Official Plan that integrates land use and infrastructure. The City also prepares Master Plans for specific infrastructure elements, such as Transportation and Water and Wastewater. Class Environmental Assessments (Class EAs) are also completed for infrastructure projects and assess design options and details.

The Official Plan provides key policy direction on transportation and infrastructure matters from a Master Plan perspective to site plan details. Provincial legislation and policy establishes the importance of the Official Plan and policies related to the completion of public works. The legislation also provides direction to municipalities to establish policies that promote and support investment in the community and infrastructure.

The following are transportation and infrastructure issues that were considered and assessed:

- Predominantly, the automobile is the main mode of travel. As a complete community, the City of Owen Sound will need to support various types of transportation solutions.
- Need to promote and encourage projects that recognize current infrastructure needs (EV charging, high speed internet, etc.).
- Continuing to support trails and cycling as modes of travel.
- Policies that continue to support investment in the City and City infrastructure and transportation systems.
- Review a number of streets that are not yet built to an urban cross-section or require significant upgrades.
- Consider incorporating 'living streets' into future infrastructure projects.
- Updating, as needed, policies and direction for design related public or private development projects.

Providing the necessary infrastructure for residents in a City with such a broad geography is challenging and financially limited. The City's Development Charges is also important in ensuring that planning for future growth and infrastructure investment is aligned and that growth pays for growth. Decisions on the budget and capital forecast are related to transportation and infrastructure construction and improvements. While critical to the functioning of the City, these are processes that are outside of the Official Plan. The City's Assessment Management Plan provides a detailed description and strategy to support current and future infrastructure projects.

For the purposes of the Official Plan Review, the policies associated with implementation of studies (i.e., Master Plans), policies that require the completion of studies and details associated with the design of infrastructure (i.e., road right-of-ways) are being reviewed.

Municipal and private infrastructure, including roads, sewers, stormwater management facilities, and telecommunication services, will provide the foundation for future development and ensure current residents have the necessary facilities to live, work and play.

4.0 COMMUNITY INPUT

The Owen Sound OP review consultation process provided insightful information on how the Community, Staff and City Council envision the City in the future. In the public survey posted on the Owen Sound website, 30.5% of respondents identified that improving infrastructure was an important matter to them. Similarly, over 50% of respondents stated that providing adequate infrastructure for the population was how they envisioned the City evolving over the next 20 years.

The importance of supporting transportation choice and municipal infrastructure were key themes mentioned during the Council and Community Vision sessions. Providing personal transportation solutions, such as active transportation and public transportation, help to increase connectivity and accessibility for residents who do not own a personal vehicle or cannot drive. Public and active transportation also help to support the environment by reducing emissions and required infrastructure.



Figure 1 – A Community Visioning Session at the Harry Lumley Bayshore Community Centre

The online survey also identified that 30.7% of respondents identified that creating complete communities where people can shop, work, live and play was a key planning matter that was most important to them. Complete communities require various transportation solutions to effectively link residents with the people, services and amenities they need. Further, reliable infrastructure is also required to ensure that residents and businesses have adequate services to support complete communities and facilitate growth and development.

Another key issue raised by the community surrounded climate change and sustainability. As mentioned in the first discussion paper, providing transportation and transit systems that limit emissions and reduce vehicular dependencies are key priorities. There is overlap between OP policies that can address both climate change and sustainability objectives while also supporting transportation and infrastructure. By integrating some policies together, our new OP can support various goals and objectives of the community while also addressing key opportunities to better develop a complete community with strong transportation and infrastructure support.

5.0 PROVINCIAL AND COUNTY POLICY

There are a number of provincial and local legislation and policy frameworks that relate to transportation and infrastructure planning. This section provides a review of such policies as they relate to Owen Sound.

5.1 The Planning Act

The *Planning Act* (1990) is a provincial document that guides development and the various planning approvals and processes involved. Consolidated on April 12, 2018 it serves as the basis for municipalities to prepare documents related to planning and land use, including official plans that lay out a municipalities planning goals and policies to guide land use within its jurisdiction. Municipalities are required to ensure that all planning decisions and documents integrate provincial interests and are in compliance with the Planning Act, as well as other provincial policy such as the Provincial Policy Statement.

The Planning Act identifies matters of provincial interest (below) and all of them have a connection to decisions related to transportation and infrastructure in the City:

- a) the protection of ecological systems, including natural areas, features and functions;
- b) the protection of the agricultural resources of the Province;
- c) the conservation and management of natural resources and the mineral resource base;
- d) the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;
- e) the supply, efficient use and conservation of energy and water;
- f) the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- g) the minimization of waste;
- h) the orderly development of safe and healthy communities;
 - (h.1) the accessibility for persons with disabilities to all facilities, services and matters to which this Act applies;
- i) the adequate provision and distribution of educational, health, social, cultural and recreational facilities;
- j) the adequate provision of a full range of housing, including affordable housing;

- k) the adequate provision of employment opportunities;
- l) the protection of the financial and economic well-being of the Province and its municipalities;
- m) the co-ordination of planning activities of public bodies;
- n) the resolution of planning conflicts involving public and private interests;
- o) the protection of public health and safety;
- p) the appropriate location of growth and development;
- q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;
- r) the promotion of built form that,
 - i. is well-designed,
 - ii. encourages a sense of place, and
 - iii. provides for public spaces that are of high quality, safe, accessible, attractive and vibrant;
- s) the mitigation of greenhouse gas emissions and adaptation to a changing climate.

The Planning Act contains a number of tools that support the efficient use of municipal infrastructure and transportation solutions as well as measures to fund infrastructure and transportation projects. **Table 1** below provides a further summary.

Table 1 – Planning Act direction for Transportation and Infrastructure

Section	Related Policy	Analysis
Section 16-27	The policies in these sections relate to Official Plans. They lay out what Official Plans shall contain, the processes involved including the creation, public consultation, amending, approval, and updating of Official Plans, and more.	Through an Official Plan, municipalities can incorporate policies that relate to transportation and infrastructure. This may include the identification of specific direction, objectives, targets, and actions that must be taken to provide a broader range of transportation systems and upgrades to municipal infrastructure.
Section 24	Public works and by-laws to conform with plan 24 (1) Despite any other general or special Act, where an official plan is in effect, no public work shall be undertaken and, except as provided in subsections (2) and (4), no by-law shall be passed for any purpose that does not conform therewith.	Public works and by-laws must conform to the Official Plan.

Section 28	This section has regard to Community Improvement Plans (CIPs) and provides policies that address what a CIP is, what they are intended to achieve, and other details association such as designation, acquisition and financing, approval and implementation.	CIPs are tools that can target specific areas of a community for development or redevelopment. When developing a CIP, programs, grants, and incentives can be used to facilitate or encourage the development of active transit infrastructure, EV charging stations, sustainable building servicing, etc.
Sections 22(5), 34(10.2), 51(18), 53(3)	These policies permit municipalities to request specific information, material, or studies as part of a complete Official Plan Amendment, Zoning By-law Amendment, Plan of Subdivision, or Consent application process.	By granting municipalities the authority to request such material, matters related to transportation and infrastructure can be more easily addressed. For example, as part of the subdivision approval process, a stormwater management plan or transportation demand management plan can be required to reduce the amount of runoff or GHG emissions produced from the proposed development.
Section 37	Policies in this section have recently changed to permit a Community Benefits Charge (CBC) to pay for increased need for services due to new development.	A CBC could be used to fund a range of capital infrastructure for community services needed for new development including active transportation infrastructure such as trails/paths.
Section 41	This section discusses site plan control and permits municipalities to consider external building design features related to character, scale, appearance and sustainable design.	Site Plan Control areas can be used to implement certain building features. This could include items such as sustainable design which would reduce dependence on infrastructure.
Section 42	This section addresses the conveyance of land for park or other public recreational purposes, as a condition of development or redevelopment of land.	This can be used to fund recreational purposes, such as trails and paths. Conveyance of land for park purposes cannot be used if a CBC is in place.

5.2 Provincial Policy Statement, 2020

The 2020 Provincial Policy Statement, issued under the authority of Section 3 of the Planning Act, came into effect on May 1, 2020 and replaces the 2014 PPS. It establishes the policy foundation for regulating the development and use of land, as well as provides direction on matters of provincial interest related to land use planning and development. The 2020 PPS outlines visions and goals for Ontario’s land use policies, and identifies how the built environment will be created and how land and resources will be managed over a 25-year horizon. It supports developments that encourages both an efficient use of land, resources, and public investment in infrastructure as well as a diverse mix of land uses in order to provide choice and diversity to create complete communities. Such development will also provide long-term prosperity, environmental health, and social wellbeing.

The PPS defines **Infrastructure** as:

Physical structures (facilities and corridors) that form the foundation for development. Infrastructure includes:

- sewage and water systems
- septage treatment systems
- stormwater management systems
- waste management systems
- stormwater management systems
- electricity generation facilities
- electricity transmission and distribution systems
- communications/telecommunications
- transit and transportation corridors and facilities
- oil and gas pipelines and associated facilities

Section 1.1.1 of the PPS identifies that the ways in which healthy, livable, and safe communities can be sustained. This includes promoting infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize servicing costs. Section 1.1.1 also states that ensuring necessary infrastructure and public service facilities to meet current and projected needs is required. Within the sections of the PPS that provide direction for settlement areas, infrastructure, energy conservation, air quality, adaption and natural hazards there is language and policies that specifically address transportation and infrastructure, including public service facilities and waste management systems, as summarized in **Table 2** below.

Table 2 – Provincial Policy Statement Direction

Section	Related Policy
Section 1.1.3	The policies within this section address settlement areas. Such areas shall be the focus of growth and development, and shall be based on densities and a mix of land uses which are appropriate for, and efficiently use, infrastructure and are transit-supportive, where transit is planned, existing or may be developed. Further, development should be located where suitable existing or planned infrastructure required to accommodate future needs is available.

Section 1.1.4 and 1.1.5	Policies in this section relate to rural areas and lands in municipalities and state that these areas shall be supported by using rural infrastructure and effectively to support healthy, integrated and viable areas. Additional policies in this section state that development shall be appropriate to the infrastructure that is planned or available and that unjustified/uneconomical expansion of infrastructure should be avoided.
Section 1.2	A coordinated, integrated and comprehensive approach should exist between levels of government managing and/or promoting growth and development that is integrated with infrastructure planning; infrastructure, multimodal transportation systems, and waste management systems.
Section 1.3	Economic development and competitiveness shall be promoted by ensuring infrastructure is provided to support current and projected needs. Further, areas designated for employment shall ensure necessary infrastructure is provided to support current and projected needs.
Section 1.6	This section deals specifically with Infrastructure. Notably, infrastructure shall be coordinated to be financially viable and meet current project needs and should promote green infrastructure. Section 1.6 also states that the use of existing infrastructure should be optimized and adaptive re-use should be considered, where feasible.
Section 1.6.6	Sewage, Water and Stormwater management are identified in Section 1.6.6. Existing municipal sewage and water systems should be optimized and efficiently used as well as prepared for the impacts of climate change and are financially feasible over their lifecycle. Stormwater management shall be integrated with sewage and water services to ensure system optimization, feasibility, and financial viability. Stormwater management best practices shall be promoted.
Section 1.6.7	This section specifically addresses transportation systems and states that transportation should make use of existing and planned infrastructure and include improved connections across jurisdictional boundaries.
Section 1.6.10	Waste management systems are crucial components of a City. This section states that these systems must accommodate present and future requirements while facilitating, encouraging, and promoting reduction, reuse and recycling objectives.

5.3 Niagara Escarpment Plan

The Niagara Escarpment Plan (NEP), 2017, is a large-scale environmental land use plan that came into effect June 1, 2017. It upholds the biosphere reserve principles by balancing protection, conservations, and sustainable development to ensure that the Escarpment will remain substantially as a natural environment for future generations. The Escarpment encompasses the whole of the area between the Niagara River and the Bruce Peninsula, including Grey County and the City of Owen Sound. The natural features found within this area serve important ecological functions and help to mitigate the effects of climate change and improve resilience.

The NEP defines infrastructure as the physical structures (facilities and corridors) that form the foundation for development. This includes green infrastructure, utilities and transportation corridors and facilities, including rights-of-way for the movement of people and goods. The NEP contains policies that address the desired location and type of infrastructure to be developed within NEP lands. The objective is to design and locate required infrastructure so that the least possible impact occurs on the Escarpment environmental and to encourage green infrastructure and low impact development (LID) where appropriate. Section 2.12 of the NEP provides specific policy direction on where and how required infrastructure should be provided. Some of the key policies that should be taken into account when developing our new OP include:

- Plan infrastructure in an integrated fashion and to obtain the most value out of existing infrastructure.
- Ensure that the most sustainable infrastructure alternatives have been identified.
- Design infrastructure to minimize the negative impact on the escarpment environment.
- Green infrastructure and low impact development should be considered where appropriate to complement infrastructure.
- Infrastructure shall avoid escarpment natural areas, unless the project has been deemed necessary to the public interest after all other alternatives have been considered.
- Municipal water and wastewater systems and private communal water and wastewater systems shall not be located in or extended into Escarpment Natural Area, Escarpment Protection Area, Escarpment Rural Area, or Mineral Resource Extraction Area, unless such servicing is required to address failed individual on-site sewage or water services, or to ensure the protection of public health.
- Where municipal water and wastewater systems already exist in Escarpment Natural Area, Escarpment Protection Area, Escarpment Rural Area or Mineral Resource Extraction Area, existing development within an approved service area boundary may be connected to these systems.

5.4 Grey County Official Plan

The Grey County Official Plan (referred to as Recolour Grey) is our County's updated Official Plan, approved by the Province on June 6, 2019. It serves as an upper-tier plan and lays out goals related to development, communities, and the natural resources found within the County. It aims to balance social, economic and environmental matters to ensure the health and well-being of all residents and create sustainable communities. Recolour Grey is designed to assist Council and other agencies in their consideration of public and private development planning issues. The City of Owen Sound is identified as a Primary Settlement Area in Recolour Grey. Decisions relating to public and private development planning issues must be consistent with the planning policy direction in Recolour Grey.

Recolour Grey contains a number of objectives and policies in many topic areas that address transportation and infrastructure throughout the County. Recolour Grey is comprised of five central themes that lay the foundation for the County's planning policy direction. "Move Grey" (Section 8) is a central theme in Recolour Grey and describes policies that directly relate to transportation and infrastructure within the County. Move Grey focuses on how people, goods, information, and services move into, out of and through the County. Some of the key principles and priorities identified at the County level include:

- Encouraging growth and development along existing transit corridors.
- Reviewing how different transportation options, including transit, can be connected as an overall transportation system.
- Reviewing how harbours and airports fit into the overall transportation system and explore opportunities to better use these assets.
- Enhancing cycling infrastructure, road safety concerns around cycling, and safety for Mennonite vehicles and larger farm equipment.
- Shifting towards a different transportation hierarchy that puts pedestrians first, cyclists second, transit third, and cars and vehicles last. New developments should consider this transportation hierarchy.
- Supporting changes to the Highway Traffic Act that permit cycling on road shoulders.
- Exploring policy considerations regarding the shared-economy (e.g. Uber, Lyft, etc.).
- Including policies that support new development using municipal water and sewer systems.
- Including policies for managing stormwater, including climate change considerations.
- Including policies that require new development to install either conduit or fibre and connect to existing and future broadband networks such the future SWIFT network.
- Charging stations for electric cars are needed.

Another theme, "Develop Grey", focuses on what is needed to support the economic development of the County. Some of the purposes relating to this theme is to provide direction on providing

adequate transportation and infrastructure facilities to accommodate and support future economic growth. Key policies and priorities include:

- Providing/promoting opportunities for intensification of residential and employment areas.
- Providing opportunities for a mix of land uses where homes are in proximity to workplaces, shopping, entertainment, and daily amenities.
- Increasing the connectivity of and options for alternative transportation including public/mass transit, carpooling, walking, cycling, etc., both within and between municipalities and regions.
- Improving accessibility to necessary amenities (bicycle racks/storage in safe well-lit areas).
- Increasing active transit opportunities through development of a connected trail network.
- Improving existing trail accessibility.
- Improving sidewalk quality and connectivity throughout communities.
- Improving safety and providing attractive built and natural environments for alternative transportation.
- Improving pedestrian safety by requiring sidewalks in all development areas including residential, commercial, and industrial; creating raised pedestrian islands to ease street crossings; using pedestrian friendly traffic signals; reducing the widths of roads, driveways; and, intersections, separating pedestrians from vehicles with curbs and street trees, and reducing vehicle speed.

Several of the policies and priorities mentioned in the Move Grey and Develop Grey sections of the County's OP can be adapted to be included within our new OP.

5.5 Grey County Transportation Master Plan

A Transportation Master Plan for Grey County was completed in 2014. The Transportation Master Plan is a strategic plan that directs policies and infrastructure initiatives in Grey County. In 2015, Council received the Transportation Master Plan and recommended a number of priority action items. Given that there are roads within the City that are of County control, there is a need to review and monitor the County process, policies and recommendations.

The following recommendations were provided and could be utilized to develop future policy in our new OP:

Active Transportation

- Promote accessibility for all ages and abilities (e.g. ramps, pedestrian grade separations) through planning and design guidelines for new and retrofit infrastructure;

- Promote enhanced pedestrian design features (e.g. street furniture, benches, streetscape features separating pedestrians from traffic) along pedestrian priority corridors;
- Promote walk and cycle to school programs through outreach initiatives with school boards, teachers and parents;
- Develop guidelines and policies for implementing supporting infrastructure such as parking lots at trailheads, rest stops, wayfinding signage, etc.;
- Develop walkability guidelines for Grey and incorporates walkability audits into transportation and traffic studies;
- Support changes to the Highway Traffic Act that permit cycling on the shoulder of a roadway;
- Include consultation and engagement with local municipalities, neighbouring municipalities/counties, Regional Tourism Organization 7 (RTO7) and active transportation stakeholders (i.e. cycling groups and recreational clubs/associations);
- Continuing to utilize paved shoulders on County roads together with 'Share-the-road' signage;
- Continuing to provide paths and trails based on current policies and programs that comply with AODA requirements; and,
- Establishing secure bicycle parking and shower/change room facilities at County facilities.

Transit Strategy

- Support the transit-supportive development of the County and its municipalities through Official Plan land-use policies that encourage intensification and guided growth in settlement areas;
- Investigate the potential to create public-private partnerships to provide inter-municipal transit service;
- Explore inter-regional transit opportunities with Simcoe County, Dufferin County and Metrolinx; and,
- Facilitate discussions with municipalities and organizations providing existing specialized transit services in the area in order to identify where existing services can be expanded, combined or enhanced.

Harbours, Airports and Rail Corridors

Harbours, Airports and Rail Corridors provide transportation opportunities for our residents, businesses and visitors. Policies should be considered that:

- Protect harbours and encourage new development that can use these for transportation options and are compatible and designed to attract residents and visitors by including trails and recreational spaces.
- Protect lands adjacent to airports from being developed into non- airport friendly uses (i.e. encourage industrial uses rather than residential)
- Protect and preserve the former rail corridor stretching 77 kilometres from Owen Sound to Dundalk

These recommendations can provide guidance for future policy consideration within the City's new OP. Discussion with County staff can be considered to further develop and integrate transportation solutions between municipalities within the County.

5.6 Complete Streets Policy and Implementation Guide for Grey Bruce

The Complete Streets Policy and Implementation Guide for Grey Bruce was completed in May, 2015. The guide defines a Complete Street as a street 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. The Complete Streets Guide indicates there are economic benefits for having complete streets including an increase in property values, promoting tourism and reducing maintenance and operation costs. Some of the recommendations for municipalities found in the guide included:

- 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.
- Provide sidewalks on both sides of the street and cycling facilities with designated space or separation from motor vehicle traffic near schools.
- 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).
- Approach owners of underutilized parking lots to propose converting them to carpool lots along key interchanges, which gives multiple single-occupancy drivers the option to park and travel together.
- Maintain conditions of and promote the usage of bicycle racks on buses to allow riders to access points of interest using multi-modal travel.
- Assess opportunities to install bike lanes within the right of way on main streets where excess road capacity exists.
- 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.
- 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.
- 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.
- Where possible, provide trail connections along paved routes with natural buffers or sufficient space for cyclists to feel comfortable.

5.7 City of Owen Sound Transportation Master Plan

The City of Owen Sound Transportation Master Plan (TMP) was completed in September, 2010. The TMP acts as a guide for implementing transportation investments, policies and actions to the year 2026. The TMP focuses on embracing sustainable development, protection of the natural environment, economic vitality, and a healthy community while providing safe, affordable, and efficient transportation for people, goods and services. To achieve this, the TMP provides guiding principles to ensure consistency and assists in achieving the goals and objectives of other City policies, including the OP. The TMP also provides traceable recommendations to ensure they can be implemented and evaluated once approved.

The following recommendations from the TMP could be used to support infrastructure and transportation policies in the City's updated OP. These recommendations include:

Land Use and Development

- Support intensification along primary transit corridors and downtown areas to encourage a higher transit usage, increased walking and cycling.
- Update road design standards to accommodate on-road bicycle lanes and cyclists within the boulevard.
- Update road design standards to include pedestrian-friendly treatments at intersections and along residential and industrial collector roads.

Transit

- Consider evaluating an express transit service along the East-West and North-South services along key corridors which support commuter and shopping trips.

Roads

- Promote the use of the outer alternate route around Owen Sound for through truck traffic uses in the County and Provincial highway network.
- Co-operate with the Province and County to implement traffic management tools that detect traffic conditions and review the design of roads used as alternate routes.
- Implement traffic calming mechanisms where appropriate and ensure streetscape aesthetics are maintained.

Walking and Cycling

- Address missing links between sidewalks and trails.
- Implement additional pedestrian crossings where appropriate and where needed.

- Consider implementing roadway features that increase driver and/or pedestrian awareness (e.g. refuge islands and centre medians, curb extensions, textured pavement)
- Implement cycling routes identified in the Trails Master Plan to provide opportunities for commuting along continuous corridors and key destinations.
- Support cycling by establishing identifiable corridors in the cycling network and incorporate bicycle parking requirements for major developments, including covered bicycle parking areas and bike racks.

Transportation Demand Management (TDM)

- Review and modify transit, cycling and pedestrian-related OP policies based on travel demand management.
- Review and modify site design guidelines, traffic impact study requirements and the site plan approval process to encourage applicants to adopt TDM initiatives.
- Develop park and ride lots located at the edges of the City to encourage transit usages and carpooling initiatives.

5.8 The City of Owen Sound Multi-Year Accessibility Plan 2019-2023

The City's Multi-Year Accessibility Plan was prepared to assist the City in removing barriers for people with disabilities and satisfy the requirements of the Accessibility for Ontarians with Disabilities Act, 2005 (AODA). The Accessibility Plan outlines how the City will identify, prevent and remove barriers for people with disabilities. The following action items identified in the Multi-Year Accessibility Plan should be considered when preparing updated OP policies related to accessibility for transportation and infrastructure:

- Support specialized transit initiatives to provide transit services to those with disabilities.
- Ensure the construction or reconstruction of trails are designed in accordance with AODA requirements and provide accessible amenities, including ramps, railings and lighting.
- Review proposed development with the Owen Sound Accessibility Advisory Committee.
- Review technical requirements to ensure sidewalks, trails and pathways are designed with accessibility considerations. These include items such as curb ramp designs and tactile warning surface indicators.
- Review the City's design standards based on current AODA policies.

While these action items are rather broad, policies in the updated OP should include these considerations to implement and support design standards that improve accessibility for all residents, not just those with disabilities.

6.0 OTHER BEST PRACTICES

Transportation and infrastructure are two key components of every City. Providing policy that directs the efficient use of transportation and infrastructure are required to ensure a City operates within its budget and provides the necessary services to its residents. Provided below is an analysis of two Official Plan's from Ontario Communities that contain strong policies and direction relating to the use and development of transportation and infrastructure.

6.1 The City of Waterloo Official Plan

The City of Waterloo Official Plan sets a broad, coordinated vision for all lands within the City, and supports the overall goal of achieving a healthy community built on the principles of diversity and adaptability, accessibility and equity, connectivity, health and vitality. The most recent version of the plan was completed in 2012 and contains several policies that guide the development of complete communities with transportation and infrastructure as key components. Some of these include:

- Planning for compact, mixed-use communities helps to reduce infrastructure and service duplication costs...support alternative transportation modes, and reduces travel needs and commuting times.
- The City will plan for the provision of a range of appropriate community infrastructure within each Planning District with a goal of meeting the day to day needs of residents, employees and/or visitors to Waterloo. Where appropriate, these uses shall be clustered to encourage the development and sharing of complementary facilities and services.
- The City will plan for neighbourhoods that provide safe and healthy living environments, and promote healthy lifestyles by providing well maintained and safe physical infrastructure, including an integrated and comprehensive cycling and pedestrian system.
- Planning for development that incorporates energy efficiency into transportation infrastructure.
- The City will collaborate with the Region to enable the provision of an adequate supply of safe drinking water by supporting conservation programs, drinking water protection measures, and water infrastructure upgrades to meet future requirements.
- Investing in technology and communication infrastructure in order to foster knowledge, innovation and ideas.
- Make strategic investments to provide key competitive infrastructure that supports sustainable business development and activity, including sewage and water systems, stormwater systems, utilities (such as electricity, natural gas and telecommunications), and the transportation system.

- Planning for the provision of a range of appropriate community infrastructure within each Planning District with the goal of reducing automobile travel.

These policies can be adapted and utilized in Owen Sound's updated OP to reflect the City's vision of being a complete community. A majority of the policies mentioned above encompass a variety of planning related matters and initiatives that are applicable to the City of Owen Sound and the commitments the City will make towards transportation and infrastructure initiatives.

6.2 Town of Penetanguishene Official Plan

The Town of Penetanguishene is located 45 kilometres north-west of Barrie and has a population of around 9,000. The Town is similar to Owen Sound in terms of geographic features, size and overall character. The Town's Official Plan was approved by the County of Simcoe in June, 2019 and contains various transportation and infrastructure policies that can be applied to Owen Sound's updated OP. Some of the key policy direction that can be considered include:

Transportation

- Land use patterns, densities and mixing of uses shall be promoted, particularly within the Downtown and Waterfront Area and along the major roads in the Town thereby reducing the length and number of vehicle trips, complementing the increased level of pedestrian activity.
- Safe and convenient pedestrian interfaces with roads shall be prioritized.
- That the Town undertake the construction of new roads, or rehabilitation of existing roads, and development projects through the lens of complete streets and implement the recommendations of the County's Complete Streets Environmental Assessment.
- The Town shall work towards providing safe bicycle and pedestrian paths, both separated from the roadway, on existing and proposed roads, on abandoned rail corridors, and within parks and open spaces, as appropriate.
- The Town shall design, maintain, and adapt all infrastructure to ensure the safety for all users, particularly the most vulnerable including children, youth, the elderly and those with special needs.
- That the Town add new on and off-street bike lanes as part of any road reconstruction project on a major road provided the right-of-way is sized appropriately and traffic conflicts are minimized.
- The implementation of trail systems shall be feasible given the consideration of the costs and benefits associated with the route selection. This shall take into consideration healthy lifestyles, sustainability, and the quality of neighbourhood character.
- That within the planning horizon of this Plan, the Town shall strive to improve the modal split between the number of trips made by personal motor vehicles and the number of trips made by transit.

Infrastructure

- Priority will be given to the development of land that is presently serviced by municipal piped water and sewage systems, or those areas that can most easily be serviced, at minimal expense.
- Infilling of vacant areas which are already provided with full water and sewage services is encouraged, and will be a criterion when evaluating proposed plans of subdivision and consents, with respect to the extension of services, utilities or the associated construction.
- Partial services will be discouraged except where they are necessary to address failed individual on-site sewage services and individual on-site water services in existing developments.
- Stormwater Management Facilities shall be designed to take into account the potential impacts from climate change to minimize damage, with a preference toward practices of better stewardship and protection of nature, naturalized areas, greenspaces and water resources.
- The Town shall require the consideration of Low Impact Development (LID) measures for all development applications.
- The Town shall support and may give priority to development applications that propose innovation and alternative technologies in their approach to stormwater management.
- The Town shall contribute to and show leadership by considering reductions in material consumption and waste production and increases in diversion and reuse within its municipal culture, decision-making, and operations.
- The Town shall support source separated organics, including yard and garden composting.
- Source separated organics and yard and garden composting shall be encouraged.
- The Town shall facilitate the coordination between growth management and the maintenance and expansion of the telecommunication sector, both in terms of technological advancement and service provision.
- The Town shall support the service providers and business community in the establishment of a modern telecommunications network.

The Town of Penetanguishene's Official Plan policies mentioned above provide great examples of policies that could be adapted to fit within the City of Owen Sound's updated Official Plan. Given the similar characteristics between both communities, these policies provide options on how to fill existing 'gaps' in the City of Owen Sound's OP while being understanding of the unique geographic and population traits of Owen Sound.

7.0 ANALYSIS

The current Owen Sound OP contains strong direction relating to transportation and infrastructure. The goals and objectives set out in Section 3 of our current OP provide direction for matters relating to infrastructure. Similarly, Section 6 of our current OP provides strong policies on transportation and municipal services while also including some additional direction on infrastructure development.

The following provides general direction on policy considerations:

- 1) Design of new developments to be walkable and bike friendly by including for example trails, sidewalks, and/or paved shoulders where appropriate to integrate with the overall complete transportation system.
- 2) There are several sections in our current OP that will require an update to be in conformity with the approved Grey County OP. These updates include policies relating to complete transportation systems and the development of living streets as well as updates on policies for Low Impact Developments (LIDs) and the need for increased service, utility, and internet connectivity. Some of these policies include the following:
- 3) Policy for design of roads as complete streets to support all age groups and a variety of travel modes (walking, cycling, walkers, electric scooters, transit, and motorists).
- 4) Decision on policy approach to promote or require transportation demand management matters, such as charging stations for electric vehicles, bicycle parking, car share parking.

8.0 RECOMMENDATIONS

Based on the background documents reviewed, what we heard from the community, Council and City staff at engagement and visioning sessions, and the direction of the Province and County of Grey, the following is a summary of considerations for the City's new OP. The various recommendations include:

Transportation

- 1) Encourage a shift towards a different transportation hierarchy that puts pedestrian's first, cyclist's second, transit third, and cars and vehicles last. New developments should consider this transportation hierarchy.
- 2) Adopt a "streets are for people approach" when making transportation related decisions.
- 3) Encourage higher density growth and development along corridors that support existing and future transit option and include policies that support land use patterns, densities and a mix of uses that reduce the length and number of vehicle trips, and that support the current and future use of transit.
- 4) Include policies that protect existing and future transportation corridors.
- 5) Build on design policies to ensure communities are designed to be walkable and bike friendly by including sidewalks, trails, connections to existing trails, bike lanes and trees.
- 6) Encourage further trail development and implementation of the trails master planning.
- 7) Require that the City capitalize on all possible opportunities for public transportation funding, grants and/or incentives.
- 8) Review design policies and incorporate considerations for:
 - a. Raised pedestrian islands to ease street crossings, using accessible pedestrian friendly traffic signals, reduce road widths, driveways, and intersections, separating pedestrians from vehicles with curbs and street trees, and reduce vehicle speed.
 - b. Enhanced pedestrian design features (e.g. street furniture, benches, streetscape features separating pedestrians from traffic) along pedestrian priority corridors.
 - c. Promote complete streets that are designed for all age groups and modes of travel.
 - d. Promote accessibility for all ages and abilities (e.g. ramps, pedestrian grade separations) through planning and design guidelines for new and retrofit infrastructure.
- 9) Consider and study new service delivery modes for public transportation.

Infrastructure and Servicing

- 1) Review policies for managing stormwater, including climate change considerations and LID measures.
- 2) Encourage development with innovative engineering standards that address challenges.
- 3) Introduce policies that encourage new development to install either conduit or fiber and connect to existing and future broadband networks.
- 4) Require that the City capitalize on all possible opportunities for infrastructure funding, grants and/or incentives.

The policy considerations mentioned above will help to guide the development and update of current policies in the Official Plan. In areas where no response to sustainability and climate change is provided, new policies will be recommended for implementation in the City's new OP.

9.0 NEXT STEPS

This Discussion Paper is one of the Discussion Papers released over the course of the Official Plan Update. These Discussion Papers provide an overview and background on theme-based land use planning matters to help shape future policy.

Your feedback is important to us. The City appreciates your interest and encourages your participation throughout the Official Plan Update process. To submit your comments, please visit the City's website or contact lmurphy@mhbcplan.com or acann@owensound.ca.

Following the release of these Discussion Papers, interested parties will also have opportunities to provide feedback on proposed policy directions and, a future draft of the updated Official Plan.