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Item No.

Community Planning and Economic Development Standing Committee

April 21, 2016

TO: Chair and Members of Community Planning and Economic Development

Standing Committee

Original Signed by

SUBMITTED BY:

Brad Anguish, Director, Parks and Recreation

DATE: April 11, 2016

SUBJECT: Switch Open Streets

INFORMATION REPORT

ORIGIN

January 8, 2015 Motion of Community Planning and Economic Development Standing Committee (CPED):

MOVED by Councillor Watts, seconded by Councillor Mason that the Community Planning and Economic Development Standing Committee request a staff report on:

- 1) In support of the Healthy Communities Core Priority Area, investigate new support models for Switch Open Streets, including through a program modeled on Neighbourhood Placemaking, which is to promote healthy communities, active transportation, local business and neighbourhood pride in communities throughout the municipality, through open streets programming.
- 2) To conduct a jurisdictional scan on municipal support models for open streets programming. MOTION **PUT AND PASSED.**

LEGISLATIVE AUTHORITY

Administrative Order number 2014-010-ADM - Special Events Task Force Process for Events, Parades and Street Closures. This Administrative Order applies to special events being held on municipal land, and to the municipal services provided to special events held on non-municipal land.

Halifax Regional Municipality Charter, Section 79(1)(av)(v): Halifax Regional Council may expend money required by the Municipality for... (av) a grant or contribution to ...(v) any charitable, nursing, medical, athletic, educational, environmental, cultural, community, fraternal, recreational, religious, sporting or social organization within the Province.

Halifax Regional Municipality Charter, Section 75(1): The Municipality may agree with any person for the provision of a service or a capital facility that the Municipality is authorized to provide.

Administrative Order number 2014-021-GOV - Respecting Regional Special Events Grants: This Administrative Order is to further the Municipality's community and cultural development by assisting organizations that plan and deliver special events in Halifax Regional Municipality that align with these outcomes.

BACKGROUND

Open street events are multi-faceted events that promote the use of public streets for recreation, active transportation (any transportation powered by people) and leisure-time activities. Open Street events encourage physical activity and active transportation in the community. Evidence shows that cultivating a culture of active living and active transportation provides multiple health benefits. Local businesses and the health of the environment can also benefit from these events.

Bogota Columbia is credited with pioneering the open street movement when local community members organized their first Cyclovia (car free streets) event in the 1970's. Bogota's Cyclovia now happens each Sunday when the city opens up 120 kilometres of car free streets to cyclists, pedestrians and other forms of active transportation (AT).

Subsequently, open streets have been launched in cities throughout Canada. Winnipeg, Calgary, Ottawa and Hamilton all hold open street events, many of which now happen regularly throughout the year. Many of these events have roots as community-led initiatives, demonstrating how public streets can be used differently to support active transportation and encourage greater use of public space.

Switch Open Street events support Halifax Regional Municipality's Healthy Communities priority outcome. Since its inception four years ago, Switch Open Streets has been led by the Planning & Design Centre (PDC) at Dalhousie University and is planned and implemented by volunteers on Switch Open Streets Committees for each event location. The events are funded through in-kind donations, grants, and sponsors. The Switch Open Street events occurred two times in 2015, once in Dartmouth and once in Halifax. In previous years Switch Open Street events have focused on active transportation and coordinating with local business district associations, as well as having a broader focus on building community and neighbourhood pride.

Over 3000 (2012), 5000 (2013), 6000 (2014) citizens participated in Switch Open Street events, with 40 (2012), 55 (2013), 70 (2014) community partners and 100 (2012), 125 (2013), 90 (2014) community volunteers supporting this community-driven initiative.

The goals of Switch Open Streets are as follows:

- Enable people to explore alternative modes of transportation in comfort and safety.
- Demonstrate a long-term vision for an active transportation network.
- Demonstrate the benefits of making room for other transportation modes to merchants, residents and decision makers.
- Make physical activity enjoyable and give people a sense of freedom.
- Reimagine how public spaces and streets can be used to promote safe and healthy communities.
- Enable and encourage different groups to explore new parts of the city in new ways.

The municipality shares the goals of promoting healthy communities, active transportation, local business and neighbourhood pride.

HRM has provided support to the Switch Open Street events in previous years in the following ways:

- Recreation Programming has provided a variety of no charge recreation opportunities, such as:
 - ✓ Try a Ride (mobile skate park/mobile bike unit) 2014/2015
 - ✓ A mobile bicycle helmet fitting service
 - ✓ 3-4 recreation staff on site to animate a "node" or "hub" with various recreation programming (arts, games, sports)
 - ✓ Drumming circles (Dartmouth and Halifax) organized and funded by Recreation Programming
 - ✓ Provided tables for use by community groups
 - ✓ Access to washrooms on day of event

- HRM Active Living Coordinator has acted as liaison linking Switch Open Streets Committees with appropriate departments within HRM:
 - ✓ Local Community Recreation Coordinators
 - ✓ Municipal Scheduling Services
 - ✓ Traffic and Right-of-Way Services
 - ✓ Various municipal authorities (i.e. "Who do I talk to, to get a banner hung over the street?" etc.)
- HRM Bike Week Committee:
 - √ \$5,000 grant was given in 2013, 2014, 2015
 - Support from HRM Staff and Bike Week Committee for communications/promotions
 - ✓ Support for connecting with local cycling groups/organizations
- Halifax Water:
 - Set up water cooler stations at the Dartmouth event free of charge (water supplied by either local HRM facility or adjacent citizen residence if permitted)
- HRM Culture and Events:
 - Logistical Support provided through the Special Events Task Force (SETF).
 - ✓ Staff worked with the event organizers to coordinate required traffic closures, policing and invoicing.
 - ✓ In 2015, Switch Open Streets event in Downtown Dartmouth was held in partnership with the PDC, the Downtown Dartmouth Business Commission (DDBC) and the Multicultural Festival. HRM, through Civic Events, provided a \$500 grant to the DDBC for the event.
 - ✓ In 2016, Switch Open Streets applied under the Established Community Festivals program requesting \$25,000 for Switch Open Street Events (the maximum grant allowed to be requested).

DISCUSSION

Neighbourhood Placemaking Model

Neighbourhoods across HRM have been planning and executing placemaking projects in their communities since 2011. This HRM program provides guidance and support to community members interested in hosting a project in their neighbourhood. This could be intersection painting, the building of benches for a local gathering place, a community garden, or any idea that brings together community members to create public art that activates shared public spaces to give a sense of place and build community. Neighborhood Placemaking occurs in lower motorized vehicle traffic spaces in residential neighborhoods. Neighborhood Placemaking is led and initiated by the community group.

• Municipal staff provides support to seek necessary approvals and work collaboratively with community members to design accessible, creative and successful project plans.

Differences in Switch Open Streets and Neighborhood Placemaking Models

- Neighborhood Placemaking is an HRM program and the Switch Open Streets is <u>not</u> an "operational" (funded and organised) HRM event, therefore, no different than any other special event in the community. All community led special events follow AO-010-ADM where they are submitted to the Special Events Task Force for approval.
- Switch Open Street events are larger civic events involving over 100 volunteers and 60 community partners, whereas Neighborhood Placemaking involves generally smaller numbers of residents living in the immediate neighborhood of where the project is occurring.
- The Neighborhood Placemaking program supports community members through a sequence of formal planning sessions that occur throughout the year leading up to the project day. Switch Open Streets is led by the PDC and planned by Switch Open Streets Committees for each event

through regular meetings following a sequence of planning sessions adapted to the needs determined for each event location.

- Neighborhood Placemaking is initiated and led by a community group, where an application is submitted to municipal staff for approval. Placemaking projects only occur if applications are received from a community group. Switch Open Streets are led by the PDC and then organized in conjunction with the Switch Open Streets Committees.
- HRM provides funding for each Neighborhood Placemaking project, whereas the funding required by the Switch Open Street events must be sourced each year through donations, grants, sponsorships etc. There is no certainty each year that funding will be received.
- Neighborhood Placemaking projects occur in residential neighborhoods in areas of lower motorized vehicle traffic, whereas Switch Open Street events occur on busier or main motorized vehicle routes.
- The primary goal of Switch Open Streets is to choose a route that is heavily used by cars throughout the week, so that when the street is closed on a weekend, active transportation would be encouraged and demonstrated as an effective and healthier option of mobility through these public spaces. The rationale for the routes picked by Switch Open Streets is that they are on main public streets that are well connected to other routes and that they have public amenities on them. The goal of Neighborhood Placemaking is to bring together community members to create public art that activates shared public spaces to give a sense of place and build community.

The models of Switch Open Streets and Neighborhood Placemaking are very different and, therefore, it has been determined that Switch Open Streets does not fit with the Neighborhood Placemaking Model.

Jurisdictional scan

In the cities of Ottawa, Hamilton, Winnipeg and Calgary (Appendix B), Open Streets events have happened in the past or currently occur throughout the year. The duration of these events range from weekly throughout the summer in Ottawa, to once a year in Hamilton and Winnipeg. In Calgary after 2012 the city ended the open streets events and then started working with the open street organizing committees to piggyback open streets events as part of various larger civic events (i.e., Alberta Culture Days).

The routes vary from city to city; scenic roads, business districts, residential areas, provincial roads and roads connecting to multiuse trails. The majority of the open streets events are aligned with the Halifax Open Streets model, with the exception of Ottawa who have weekly events on scenic routes not occupied by homes or businesses and Calgary who now offers open street events in conjunction with major civic events. This could be an option for the PDC to consider where they would offer Switch Open Streets as Calgary does, as part of a larger civic event.

Consideration of Current Support Model

Through consultation with the PDC, Councillor Watts, Civic Events, Traffic Management and Active Transportation, it was determined that the PDC are looking for additional support from HRM. This includes assistance with the navigation of the administrative details as well as financial support for traffic and policing requirements.

The PDC would like HRM to be more involved in the internal details of the events, which includes street closures, policing requirements and financial requirements. It was determined that this has been achieved through Administrative Order 2014-010-ADM – Special Events Task Force Process for Events, Parades and Street Closures, which was approved by Regional Council August 5, 2014 and AO-2014-021-GOV – Respecting Regional Special Events Grants, as approved by Regional Council on May 26, 2015.

The purpose of AO 2014-010-ADM is to:

- a) Establish clear and comprehensive protocol to be employed by the Special Events Task Force in the review of potential special events based on an assessment of the risk for the municipality and on which it may make recommendations based on findings; and
- b) Provide a clear and comprehensive protocol for applicants to acquire financial information concerning municipal services.

The Special Events Task Force was established to:

- Review potential special events based on a set of accepted criteria, assess risk management for the corporation and make recommendations to staff and Council on the feasibility and potential success of new special events;
- b) Act as an advisory group or an advisor to existing and potential special event organizers in the areas of municipal services, property, logistics and regulations;
- c) Provide special event organizers with a mechanism for acquiring accurate financial information concerning municipal services; and
- d) Act as an expert forum on the development of long term strategic planning and policy as it pertains to special events within the municipality.

The purpose of AO 2014-021-GOV is to:

Further the Municipality's community and cultural development by assisting organizations that plan and deliver special events in Halifax Regional Municipality that aligns with those outcomes.

It was determined that the process outlined in Administrative Order 2014-010-ADM is effective and has been working for all special events that occur within HRM. As stated above, the Administrative Order was created for events such as Switch Open Streets, therefore, should continue to be the process that all special events in HRM be approved. This is the first year that Administrative Order 2014-021-GOV is in place, therefore, providing an excellent opportunity for events such as Switch Open Streets to receive the funding that they require to be successful.

Traffic Management has advised that from their perspective, Switch Open Street events have run very smoothly the last two years. They stated that the AO-010-ADM – Special Events Task Force has further formalized the special event process and that it has been very effective for not only Switch Open Streets, but for all other special events requiring street closures.

PDC established a <u>Switch Open Street Tool Kit</u> (Appendix A) which provides information and a detailed process to inspire and guide new champions in communities throughout the municipality. Residents are encouraged to see the potential for Switch Open Streets in their communities. Switch Open Streets allows residents to experience their communities in a new way. Using the current model of Switch Open Streets, there is potential for open streets to be represented more regionally than it currently is.

Opportunities and Challenges

Acquiring adequate funds:

1. Challenge

The PDC requires ongoing financial support (not year-to-year based on grants) to cover costs relating to street closures. The cost of providing the Switch Open Street events in 2015 was \$13,378.51 for two events. The PDC has challenges annually acquiring the adequate funding. Staff has stated that increased flexibility in the routes chosen could potentially reduce the costs, which would depend on the route chosen.

Opportunity

Switch Open Streets would qualify for AO-2014-021-GOV – Respecting Regional Special Events Grants, as approved by Regional Council on May 26, 2015.

The Special Event Grant that Switch Open Streets is eligible for is:

(b) Established Community Events:

Provides a maximum annual grant of \$25,000 and up to (3) year sustainable funding commitment to organizations that deliver events that:

- i. are held a maximum of seven (7) consecutive days;
- ii. are organized primarily for the benefit and enjoyment of local residents;
- iii. are accessible to the public with free or low cost activities;
- iv. have been in existence for three (3) consecutive years; and
- v. have a minimum budget of \$10,000.

2. Challenge

The cost of policing services to manage the intersections is high, therefore, creating challenges for PDC.

Opportunity

The *Motor Vehicle Act* requires police to be present at intersections when the street is closed for Switch Open Streets. The PDC is working with the province on changing the Motor Vehicle Act, so that volunteers can be trained to manage the intersections for the road closures.

Further, the following motion was passed by the HRM Transportation Standing Committee on March 24, 2016 regarding Traffic Control Persons for Special Events:

THAT the Transportation Standing Committee request a staff report to outline the implications of a request to Regional Council for the Mayor to write to the province requesting an addition to the Motor Vehicle Act that would allow 'Traffic Control Persons' to direct the movement of traffic for special events sanctioned by the municipality.

If the Province amends the *Motor Vehicle Act* for Traffic Control Persons for Special Events, this will allow the PDC to implement the Switch Open Streets events at a much lower cost.

Routes for the Events:

3. Challenge

The PDC has stated that the route for Switch Open Street events must be a minimum of 2.0km to encourage and demonstrate a safe and meaningful active transportation experience that connects neighborhoods and communities. As well, the length of the route allows the community to enjoy a wide range of activities and entertainment taking advantage of the city's best built and natural assets. Where promoting and demonstrating active transportation is a priority for these events, the route ideally is on a busier or main street, which creates challenges for Traffic Management. Having this event on a busy street is a route requirement stated in the Switch Open Streets Tool Kit.

Opportunity

Request that the Switch Open Streets Committee, brought forth by the PDC, provide multiple route options when submitting their request to the Special Events Task Force. This flexibility will allow staff to select a route that best meets the mutual requirements in a timely manner.

Further, the Switch Open Streets Committee, in conjunction with HRM Traffic Management, could create a pre-approved list of five routes in Halifax and five routes in Dartmouth. This list would include the estimated cost associated with each route and the committee could then choose a route from the pre-approved list each year. This would give clarity to the process, as well as making it easier for both the Special Events Task Force/Traffic Management and the Switch Open Streets Committee.

Staff will be meeting with the PDC to discuss the challenges and opportunities presented in this report to ensure that the Switch Open Street Events continue to be vibrant events for the community.

FINANCIAL IMPLICATIONS

There are no financial implications associated with this report.

COMMUNITY ENGAGEMENT

HRM Recreation consulted with the Planning and Design Centre; HRM Recreation (Neighborhood Placemaking Coordinator, Active Living Coordinators); Civic Events, Councillor Watts, Traffic Management and Transportation Demand Management (Active Transportation) in order to better understand the challenges and opportunities with regard to the Switch Open Streets events.

ATTACHMENTS

- A. Switch Open Street Tool Kit
- B. Jurisdictional scan on support models for open street programming in other municipalities

A copy of this report can be obtained online at http://www.halifax.ca/council/agendasc/cagenda.php then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 902.490.4210, or Fax 902.490.4208.

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Open Street Toolkit

The Planning & Design Centre would like to acknowledge the financial support of the following groups for the development of this toolkit. PDC looks forward to sharing this resource with groups throughout Nova Scotia.









We would like to acknowledge the volunteer photographers who have documented Switch Open Street Sundays since September 2012:

Angie McLellan
Samantha Burns
Oker Chen
Norma Corbett
Margo Gesser
Eli Gordon
Adam Lanigan
Deirdre Thibault
Janna Goldrup

Who we are

The Planning and Design Centre exists to connect planning to people and people to planning.

The Centre is based on the proposition that people should know what is happening in their community and have a hand in shaping their own future.

Planning and design matter. Tomorrow is not a simple projection of our yesterdays. The future is only limited by the reach of our imagination. Creating plans that move us forward and projects, programs and public spaces that inspire us, requires new commitment and fresh ideas and working together across traditional divides.

In this context, the PDC serves as a community forum, a laboratory, a think-tank and an advocate for creative change. It's dedicated to making planning and design more accessible, collaborative and effective. It will affect how we plan, but more importantly the Plans that we make and the Community we build. Its purpose is to empower citizens, inform policy and through demonstration projects, allow us to imagine new possibilities within our collective reach.



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social media

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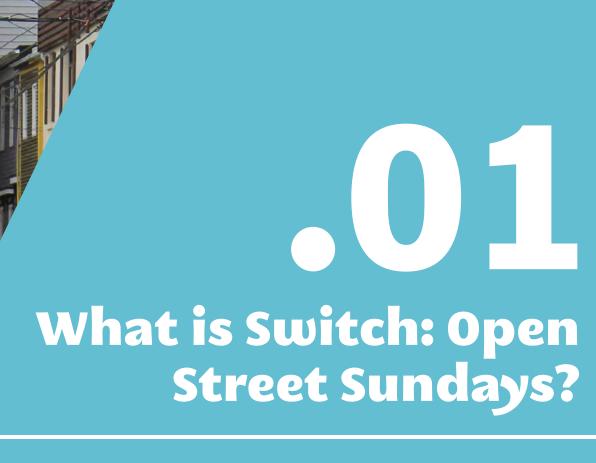
http://switchhfx.ca/



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Hosting your own open street event can seem like a daunting task. With so many moving parts to coordinate, it can be difficult to know how to start planning. Luckily, we've jumped through the hoops for you and have created this toolkit to help you launch your own open streets.

What are open streets?

01.01

History of open streets

Open streets are multi-faceted programs that promote the use of public streets for recreation, active transportation and leisure-time activities¹. Bogota Columbia is credited with pioneering the open street movement when local community members organized their first Cyclovia (car free streets) event in the 1970's. Bogata's Cyclovia now happens each Sunday when the city opens up 120 kilometres of car free streets to cyclists, pedestrians and other forms of active transportation (AT).

Subsequently, open streets have been launched in cities throughout Canada. Winnipeg, Calgary, Toronto, Vancouver, Ottawa and Hamilton all hold successful open street projects many of which now happen regularly throughout the year. A remarkable characteristic of these popular events is that many have roots as community-led initiatives, demonstrating how public streets can be used differently to support AT and encourage greater use of public space.

Open streets in Nova Scotia

In Nova Scotia, open streets are a relatively new concept. Halifax's first introduction to open streets was the Halifax Cycling Coalition's Open Street Party, which launched in 2008 as part of HRM Bike Week. The Open Street Party opened up the streets (Robie, Cunard, North Park and Cogswell) around Halifax's North Common to cyclists and pedestrians for a Sunday afternoon. At the same time the North Common was programmed with a range of

community organizations and vendors. The Open Street Party was always intended to be the starting point for a larger open street initiative that would connect neighbourhoods and demonstrate a potential AT corridor through the city.

Growing the open streets movement

In 2011 the Planning & Design Centre (PDC) began exploring the idea of piloting a larger open street project as a strategy to build a culture of sustainable and active transportation in Halifax and Nova Scotia.

Initially the PDC proposed a route that would run almost the entire length of the peninsula, connecting Seaview Park with Point Pleasant Park. PDC rallied the support of a core group of local community members, supportive elected officials and likeminded community organizations to brainstorm what a Halifax open streets initiative might look like. PDC worked with community partner Breakhouse, a local design and branding firm, and developed the name Switch: Open Street Sundays as the local open streets brand.

From the beginning the PDC and other community partners agreed that to maximize the impact of Switch, it must become a long-term initiative that takes place regularly during Spring, Summer and Fall months. PDC and its community partners agreed that a pilot Switch was important to demonstrate the concept in the short-term (3-4 years), but in the long-term Switch would become a backbone of public life in Halifax.













Switch: Open Street Sundays

While Switch: Open Street Sundays in HRM is neighborhood based, open streets in many cities operate at a citywide level, and therefore may require support from not only neighborhoods , but also city officials.



Goals of Switch Open Street Sundays

.01

Enable people to explore alternative modes of transportation in comfort and safety.

.02

Demonstrate a long-term vision for an active transportation network.

.03

Demonstrate the benefits of making room for other transportation modes to merchants, residents and decision makers.

.04

Make physical activity enjoyable & give people a sense of freedom.

.05

Reimagine how public spaces and streets can be used to promote safe and healthy communities.

.06

Enable and encourage different groups to explore new parts of the city in new ways.

.07

Engage communities and neighborhoods to take greater ownership of how their streets and spaces are used.

Selecting a route

Over the course of May-July 2012 PDC worked with HRM and its Special Events Task Force to gain approval for the inaugural Switch: Open Street Sundays.

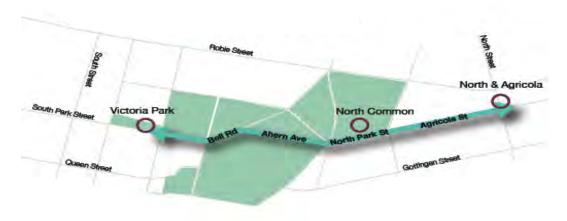
PDC identified a 2.0km route that connected the North End of Halifax with the Spring Garden Road Business District. Because it was the first ever open street initiative, the PDC worked to mobilize community, political and institutional support to demonstrate to HRM the value of supporting open streets in Halifax. PDC submitted close to 20 letters of support and secured signatures of support from approximately 90% of residents and businesses along the route.

The inaugural Switch

Switch Open Street Sundays launched on Sunday September 9, 2012, attracting roughly 3000 participants on the 2 km route. Switch is a community-driven initiative with the PDC bringing together over 40 community organizations and roughly 100 volunteers to launch Switch and demonstrate how the community can take an active role in shaping how we use streets in our city.

Halifax route

The Halifax route was selected based on the large amount of open space and its potential as a cycling route in the long-term. The area is also highly populated, making the route easily accessible to a greater amount of people.



Growing success



Over 5000 citizens participated in three Switch: Open Street Sundays in 2013, with 60 community partners and 125 community volunteers supporting this community-driven initiative. Switch continues to inspire new champions in the community who see the potential for Switch to allow residents to experience their streets and neighbourhoods in a new way.

Building on success

In 2013 Switch was piloted three more times, further demonstrating the many benefits of open streets. The Halifax route was piloted once in June as part of HRM Bike Week and once in September. Building on the 2012 success, the route ran from North Street and Agricola Street to Victoria Park at South Park Street and Spring Garden Road.

The 2.0km route allowed the community to enjoy a wide range of activities and entertainment, encouraging Halifax residents to walk, bike, jog, and move around their city safely and comfortably. With three activity nodes that concentrated activity in the most apporopriate spaces along the route.

Moving beyond the peninsula

Again in 2013, working with the Downtown
Dartmouth Business Commission, PDC also
piloted a new route in Dartmouth connecting
Portland Street and Alderney Drive (Downtown
Dartmouth) to Cottage Hill Drive at Lake Banook.
This route passed through the main business district
of Downtown Dartmouth, reaching an entirely new
group of HRM residents and business owners.

The Dartmouth Switch attracted roughly 45 community partners to assist in activating and programming the route, including groups such as St. Georges Tennis Club, Dartmouth Sportsplex, Alderney Library, Heritage Trust Walking Tours, HRM Recreation, 4Cs Foundation Art Bikers, Local Artists, MEC and other groups. The 2.75km route was

successful in building momentum for Switch outside of the peninsula and engaging various neighbourhoods in Dartmouth, while activating Portland street like never before.

Switch: Open Street Sundays is an initiative that continues to expand and evolve. The long-term goal is to become an AT and Public Health initiative that takes place monthly or weekly on designated corridors throughout the year. The PDC continues to advocate for open streets as a tool for AT, physical activity, community development and as a way to support local business districts. PDC is looking to reduce barriers and costs associated with hosting open streets by advocating for changes to road closure policies. Plans are well underway for 2014 with three Switch Sundays already being planned.

"Switch reveals the authenticity of the neighbourhood and local community."

-- Switch Participant



Purpose of this toolkit

01.02

The PDC is excited to share its experience and lesssons learned in piloting open streets in Halifax and hopes that the information shared can be helpful in building a culture of open streets thoughout Nova Scotia.

Lessons learned

When the Planning & Design Centre first initiated discussions with HRM regarding Switch: Open Street Sundays, there was no local precedent to follow. HRM staff was unaware of the approval process needed for such an event, as Switch: Open Streets did not fit the profile of a parade or block party.

PDC found it challenging to help HRM staff understand how open streets are a unique community-driven initiative that require a road closure to provide a consistent level of safety for participants, but also provide significant public benefit to the community. At the same time we found it difficult to understand the experience of other Canadian open street initiatives. This toolkit is intended as a starting point for other communities that are interested in piloting open streets in their community and are looking for resources and information to help make it happen.

Breaking it down

The first section of this report provides an overview of the case for open streets. A key step of launching open street initiatives is the process of establishing an understanding of the benefits associated with open streets and communicating these benefits to municipal officials and staff, local businesses and residents in the community. By clearly understanding the public benefits associated with open streets it is easier to build partnerships and champions for open streets, in your community.

The second section of this report provides a breakdown of some of the considerations involved in developing a successful open streets project in your community. This information can help community groups to understand the logistics and planning involved in launching open streets. The information provided is largely based on the experience of piloting Switch: Open Street Sundays over the last two years in Halifax and by conducting a best practice scan of other open streets projects in North America.











Why develop open streets?

There are many benefits associated with open street initiatives. They are a tool to enhance Active Tranportation and physical activity in a community. Social capital is built, and local business, as well as the environment, all receive positive benefits from open street events.

Growing Active Transportation

02.01

What is Active Transportation?

Active transportation (AT) refers to any form of transportation that is powered by people. AT includes movement via walking or running; bicycling; rollerblading; skateboarding; human-powered wheelchair movement; and skiing, snowshoeing or skating in the winter². AT is both a transportation strategy and a mode of transportation. Cultivating a culture of active transportation has been demonstrated to provide multiple transportation and public health benefits, as well as improving the overall livability of a community³.

Open streets promote Active Transportation

Open streets are an increasingly popular design tool for communities seeking to increase rates of active transportation and physical activity, while reducing motorized travel. According to the Halifax Regional Municipality's Active Transportation Plan, the 'tipping point' distance where citizens choose to drive to a destination instead of walk ranges from 500-600 metres⁴. On average, it is reported that participants in open street events around the world expend between 35 to 108 minutes of physical activity per event¹.

Connecting residents to public open space during open street events encourages further physical activity through outdoor recreation¹. Open street events can help expand upon existing AT systems (on and off-road multi-use paths, trails, and facilities) as well as increase demand for AT networks where they are currently lacking. In an effort to strengthen the availability of local AT amenities, Minneapolis, Minnesota and St. Louis

have located their open street events strategically in places to display new cycling infrastructure or draw attention to streets lacking suitable infrastructure¹. For Halifax, locating Switch 2013 on Agricola Street demonstrated support and the potential for a permanent AT cross-town connection route, an initiative that several local organizations have been working towards since 2010.

Overcoming barriers

The largest barriers to AT participation among individuals are community-level factors, namely safety levels and amounts of vehicle traffic in a given area. Studies conducted in Vancouver, BC have found that the following factors had the most influence on likelihood of cycling: safety; ease of cycling; weather conditions; route conditions; and interactions with motor vehicles⁵. In fact, the National Active Transportation Survey of Canadian adults found that of 14 assessed factors, increased safety in traffic was the 2nd ranked item that would help them cycle more often⁵. These results indicate the importance of the location and design of AT routes to promote participation.

In addition to becoming destinations, open streets can be used to link neighbourhoods, providing optimal distances for AT to increase physical activity (a median of 3.0 km for cyclists). Open street events help redefine streets typically used as movement corridors for vehicles, as dynamic spaces that are safe for active modes of transportation.

Encouraging physical activity

02.02

Encouraging Physical Activity

It is estimated that 90% of Nova Scotia's children and youth, and 51% of adults are not getting the recommended 150 minutes of physical activity per week⁶. Lack of physical activity is cited as the leading global cause of chronic disease rates today and contributes to approximately 21,000 premature deaths in Canada each year⁷. Unlike street fairs and block parties, open street initiatives explicitly focus on encouraging physical activity and broadening transportation options and preferences.

Introducing open street initiatives in a neighbourhood can greatly increase a community's level of physical activity by providing safe, vibrant, and accessible streetscapes that accommodate pedestrian activity over vehicles. New York City's Summer Streets program has been documenting these effects and determined that the average amount of individual physical activity from distances walked, run, and biked on the open street route increased anywhere from 40 minutes of vigorous physical activity to 70 minutes of moderate physical activity. Of those who participated in Summer Streets, 24% were those who were not previously meeting daily requirements for physical activity and 87% of participants used active transportation modes to attend the event⁸.

Overcome issues of limited space

While many cities face limitations to adding openspace and recreational facilities, open streets offer a unique opportunity to increase physical activity infrastructure through "temporary parks" that offer many of the health and social benefits of standard parks¹. Making a community aware of these paved parks can help to highlight the recreational potential of the neighbourhood readily around them.

Experience something new

More than just providing access to fun and safe places to run, cycle and walk, open streets help to expose individuals to other modes of physical activity through associated activity hubs⁹. These hubs may include yoga, dance classes, sports, and other demonstrations, giving participants the opportunity to experience new and diverse forms of activity.

Open streets are a resource-efficient and easily adaptable program that can provide the public with equal opportunities to engage in physical activity ¹⁰. People of all ages, ethnicities, and income levels are encouraged to be more physically active. Participants are welcomed into a barrier free, inclusive, free event, open to all ages.







Community development

02.03

Building community through social interaction

In Bogota, an open street program called Ciclovia has several purposes, but the overarching goal behind the program is to improve quality of life in the city by promoting social inclusion. Open streets are a great platform for social interactions, "Open streets initiatives provide more than just opportunities for physical exercise; they are an exercise in building community, cultural identity, and social engagement" 11.

Open streets offer a unique opportunity for networks to form across a multitude of social spheres, thereby increasing the resources and social capital in a neighbourhood or community. The United Way of Halifax states that; "Having a sense of belonging and knowing who you can trust" is one of the key indicators of health. The community efforts related to planning and hosting open streets bring people together to form new relationships, increasing social capital within a community. Research indicates that people who feel connected to family, friends and neighbours are happier and healthier. In fact these connected individuals even live longer! 12

Switch: Open Street Sundays survey results from Halifax and Dartmouth show that 48% of people who participated in Switch made a new friend or friends through the initiative, and 71% of people who completed the survey reported that they met or reconnected with a neighbour through the initiative. Many stated that they had only just met their neighbours for the first time during Switch, even though they may have already been living in the

area for an extended amount of time. These results make a strong case for open streets as an important tool to enhance sense of belonging.

Tool for community action

Open streets initiatives are great ways to foster citizen leadership and volunteerism in your community. Many open street initiatives begin with volunteers, demonstrating how a small group can make a difference. The introduction of an open streets route to an area with little AT infrastructure can influence the development of permanent AT routes in the future. Open street events are a great way for the community to demonstrate the appetite for permanent AT infrastructure. Open streets are a flexible tool that can be scaled to many different communities to build broad support and citizen leadership.

Local business

Businesses located along the routes of an open street initiative are much more likely to receive customers due to the slower speed of passersby. The exposure to businesses on Open Street Sundays is increased significantly due to the leisurely pace of walkers, cyclists and the size of the crowds in general. In 2013, Los Angeles hosted CicLAvia. A study by UCLA's Luskin School of Public Affairs confirmed that businesses along the route made 10% more in sales than typical Sundays, and businesses that are not normally open on Sundays opened their doors and made 100% more business than on a day that they typically would make 0. The study also found that businesses that actively participated in the event, either through signage or music, etc. saw a 57% sales boost! 13 These numbers are phenomenal even for communities that aren't struggling economically.





"I live in Halifax so when I attended the Dartmouth Switch I was able to see many areas that I have not visited before."

-- Switch Participant









Why are we so passionate about Switch?

When an open-street initiative takes place, the street itself is transformed from a thoroughfare or a passageway, to a destination.







Bring open streets to your community.

New ideas need leadership. One of the advantages of open streets is the ability to achieve many different outcomes (social, economic, environmental) and thus there are many opportunities to build broad alliances to champion your open street project.

Building support

03.01

How do we gain support for open streets?

Developing successful open streets involves building support from the bottom-up and the top-down. There is value in building alliances with residents, community groups and local business owners to support open streets, it is also important to build support with your local elected officials. As communities work toward their own version of open streets it is important to recognize the range of potential outcomes and consciously leverage relevant networks to build broad support for the initiative. For example, open streets touch on a number of community priorities ranging from public health to local economic development and active transportation programs, among others. There are many opportunities for diverse groups to collaborate (MPALs, Local Business Districts, Community Groups, AT/Planning Staff, AT/ Trails Groups). Using language like "open street" supports a public gain rather than "road closure", which implies a loss of some degree. Business activity and public use are all increased through opening the street.

Letter of Support

During the initial stage it is important to find ways of communicating to traffic, police or transportation staff that broad support exists for a road closure supporting open streets. Letters of support from a range of different groups or organizations can be critical in demonstrating public interest for open streets.

Working Group Participation

Successful open streets projects involve individuals from a range of areas of expertise, helping to build support, strategize, plan and coordinate. Look to involve a diverse mix of people on a working group to maximize your potential to reach out in the community. Facilitate involvement of residents and business owners along the route on core working groups.

Provide Resources

A key step in getting open streets off the ground (or literally on the ground), is finding seed funding to get the project started. This funding is often needed to cover some of the hard costs and can be

leveraged to secure other grants or sponsorship. Hard costs generally include signage, advertising, volunteer t-shirts and road closures. Find organizations or funders that believe in your project.

Volunteer

In addition to the planning and coordination of an open street project it is important to have a team of volunteers that can help to manage the road closure, provide information to participants and give the event a cohesive feel. Some people may not be able to attend meetings over the course of four months but can be great 1-day volunteers.

Activate the Route

Another key area of support required is to find organizations or individuals who can commit to hosting an activity or programming on the route, for the duration of the event, or for a portion of the event. As part of Switch: Open Street Sundays, programming has ranged from bike maintenance, yoga, food and drink to historical walking tours. There is a variety of different ways the street can be activated. Get creative and use open streets to showcase what is unique about your community.



Selecting a route

03.02

Selecting an appropriate route is a crucial step to a successful open streets initiative.

Five key criteria

We have identified five key criteria to consider when developing an open streets route. It is important to recognize that the goals of open streets, based on those of Switch: Open Street Sundays, are different than a parade or festival. Open streets may share some similar characteristics with these types of events, but differ in the emphasis of promoting, and indeed demonstrating, Active Transportation, physical activity and community sustainability initiatives.

Draft a preliminary route based on observation, map databases (GIS), consultation with business groups and community organizations.

Things to consider: Nearby landmarks, parks, amenities, and attractions; quality of terrain, gradient; land use; accessibility; social strata of neighbourhoods, connectivity, parallel traffic flow.

1. Route Length

It is important to find a route length that actually encourages active transportation. If the route is too short the idea of demonstrating a potential AT corridor is no longer an option and the associated health benefits of riding or walking decrease. In addition, by providing a longer route there is a greater number of neighbourhoods and residents in close proximity to the route. The average route length for North American open street events is 6.5km¹⁴. A well-planned open streets route takes advantage of a city's best physical and natural assets, including public spaces, entertainment venues, cultural institutions, and local retail, restaurants, and business districts.

2. Connect neighbourhoods

By selecting a route that links different communities or neighbourhoods there is the possibility of allowing people to explore new parts of their communities by bike. In addition by connecting different parts of the community open streets can foster social interaction in an inclusive manner.

3. Activate main streets

Open-streets are excellent tools for linking communities and business districts, demonstrating that people are the drivers of local business and not necessarily vehicles. Local business streets are well suited to providing programming and activities on the street that help to add interest to the route. Leverage the support of a local business commission to better activate the area.



4. Integrate open space

Open streets are great at activating public spaces that already exist and encouraging people to think differently about streets and neighbourhoods. A route should have a number of different nodes or activity points to draw people along and encourage them to explore. Parks and open space are well suited to form activity nodes and create a successful open street route.

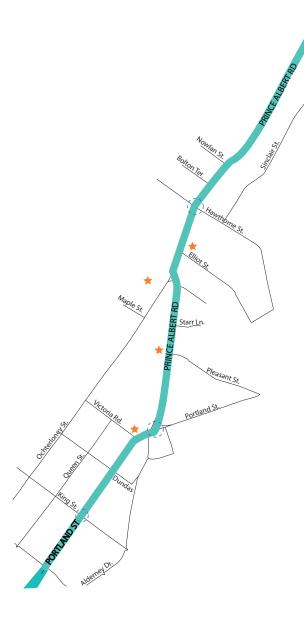
5. Ease of participation

One key idea that is sometimes lost is the importance of selecting a route where people want to be. Ultimately the success of an open street project is dependent upon people and activity. The point of pursuing an open street initiative is lost if a route is selected based on the ease of a road closure, but nobody lives nearby and it is not an enjoyable or interesting place to explore.

It is also important to consider the availability of parallel routes for vehicle traffic to continue to flow around the event.

Keep in mind

Having people on the street for extended periods of time results in fewer vehicles on the street for an equal or greater amount of time. Even if it is for infrequent, short periods of time, the removal of cars still provides a positive environmental impact through reduced emissions resulting in improved air quality.









Experiencing the street

The act of slowing down movement on the street does more than just create a sense of comfort and ease; it actually offers an entirely different way to experience the street.











The approval process

03.03

Securing approval

After the working group has selected an appropriate route and event date the next step is to work toward securing approval for the necessary road closure. In many cases open streets may be a unique event, making strong community support for the route important in order to ensure key traffic and transportation staff are comfortable with the initiative.

PDC is currently working to streamline the approval process in HRM in coordination with the Transportation Standing Committee and Special Events Task Force.

"I realized how much public space is available on the street that is very accessible and connected to everything once the cars are removed."

-- Switch Participant

.01

Provide an information hand-out that provides details of the road closure and can be dropped off at all mailboxes or businesses along the route.

.02

The working group must followup and collect signatures from businesses and residents to show their support for the open street initiative. If the route represents a business district or residents association, the related association could pass a motion indicating their support for the project.

.03

The organizing team must collect all the signatures and associated evidence of support and submit this to the local traffic authority for approval. On the week of the event it is important to provide a reminder to residents along the route who may be required to park off-street or move their vehicle to a nearby block temporarily.





Cost Considerations

Police: an officer should be located at major intersections to help direct traffic. Cost will depend on the number of intersections that the route crosses.

Insurance: the City requires Switch to obtain \$2,000,000 liability insurance with the City listed as an Additionally Insured Party.

City personel: needed to set-up & takedown baracades on the day of the event.

Street closure: a 4 hour closure of a 2km municipal road in an urban environment costs from 7 to 8 thousand dollars.

Activating the route

03.04

Programming and activities

The activation of the route is a critical component of open streets, especially at the early stage of the project. Programming and activity helps to attract people to open streets, but often people end up exploring and enjoying the general atmosphere of open streets. PDC has identified three kinds of involvement, all of which are important in creating a fun and community-based open streets event.



1. Business, vendors and installations

Set up a permanent spot at, or nearby, activity nodes, or extend their existing business out onto the street. (Examples: food table, food truck, DJ, bicycle maintenance station).

2. Route activators

Route activators run a scheduled activity, usually emphasizing fitness, recreation or knowledge (Examples: running groups, yoga, capoeira, tai chi, zumba, musicians, samba nova, HRM recreation, language hangout, meditation, historic walking tour)

3. Community network

Many different community organizations have attended past Switch events as a way to reach out and engage the local neighbourhood with projects they might be working on or important initiatives that people are looking for information about. Many Switch participants also learned about new organizations that they could volunteer with in the future, demonstrating how open streets are platforms for building social capital.

People make it possible

In 2013 Switch attracted 55 different community partners and organizations. These groups are critical to activating the Switch route. A larger variety of creative route programming becomes more possible as the number of groups involved increases.



Route logistics

03.05

Major Considerations

Some of the major considerations from a logistics perspective include volunteer management, road closure considerations, and general communications. Switch: Open Streets involved the following logistical elements:

Police Presence

Police were placed at major intersections throughout the route. This allows for heightened safety at potentially hazardous points along the open streets route. As vehicular cross traffic is still allowed to move during the open street event, police presence better control the movement of this traffic and ensures that participants remain safe and aware of the environment around them.

Cross Traffic

Allowing vehicle cross traffic to continue to move across the open street route, means that less interruption is felt by motorists. Consider where it might be appropriate to allow this traffic and be sure to maintain open street participant safety.

Barriers

Barriers should be placed around the route where it is necessary to either prevent participants from entering into undesired areas, or alternatively stop vehicular traffic from unintentionally entering the designated route.

Medians

Locating open streets along roads with medians allows for the closure of one side of the street for activities, while still allowing the movement of motor vehicles along the other half of the road.

Signage

It is necessary to place signage along the route the evening or day before, indicating that a special event will be taking place. Signage should indicate that parking will be suspended in the area for the day of the event, as well as vehicle traffic.

Event Timing

Switch: Open Street Sundays has taken place during a few different times. In Dartmouth open street has been held from 12pm – 4pm and in Halifax 10am – 3pm. Experiment with times and event lengths that are felt to be most appropriate to the location and community. Why Sundays?: When deciding on a day of the week that would be most appropriate for the open street event, Sunday was identified as being most appropriate. Traffic is often at a minimal volume and businesses are often closed.





"I loved seeing people of all ages connecting with the city and with each other."

-- Switch Participant

Getting people involved

A successful Switch or open streets initiative is all about creating active and vibrant spaces for people. It is critical to reach out to a range of different groups or populations (business groups, local neighbourhoods, community organizations). Be creative in getting the word out. Use newsletters, posters, flyers and word of mouth to raise awareness and build interest.

Social media

Social media can be a great tool for open streets projects. Use Facebook or Twitter as a way to promote activities or groups who might be participating in your open street event. Additionally, Facebook and Twitter can be a great way for people to share their photos and experiences during the project. It is important to document your open streets events in order to broaden support in the future.

Wayfinding

The "Dartmouth Switch Activity Nodes" map located on pg. 33 of this document is just one example of a wayfinding tool that Switch has found to be successful for the day of event. Maps such as this are printed on 2-feet by 3-feet sandwich boards, which are then placed along the open street route accompanied by information tents operated by volunteers. The same wayfinding image can be shared through various social media outlets previous to the open streets event. This further promotes the different activities and groups that will be present and activating the route.

Dartmouth Switch Activity Nodes



Volunteer management

03.06

Volunteer presence

Strong volunteer presence along the route assists in increasing participant enjoyment of the event. Switch benefitted from placing info booths along the route staffed by volunteers who answered participant questions, provided information about the route, and programming at activity nodes. An important task for volunteers was reminding people to follow the rules of the road and generally keeping things safe.

A volunteer should be easily identified at each node.

First-aid and water stations

Locating first-aid and water stations along the route provides a necessary level of safety to participants. Clearly identified areas where assistance can be provided should be carefully thought out and convienantly located. Qualified volunteers should be assigned to each stations.

Visibility

Each volunteer should be provided with a t-shirt that easily identifies them as an event volunteer. Shirts should be bright and consistent with branding.







In Halifax, PDC used in-kind donations and volunteer support to create a consistent brand, as seen in street signs, t-shirts, and promotional posters. Community partners like Halifax Community Health Board and Stepping Up contributed their networks to increase the visibility of the event. A core working group of volunteers recruited further volunteers, planned activities along the route and helped spread the word. Barricades were rented from HRM at the cost of their transportation to the site. Free tables were offered for activity people and information booths along the route.

A list of FAQ is be available in the appendix of this toolkit

"Switch brings out the best of Halifax and Dartmouth. **Physical activity, community** building, and volunteerism all happen in Halifax in different pockets. Bringing it to the streets for a Sunday showcases all this great work. It is an amazing reminder to citizens what is already happening, and also what is possible. I think of Switch as "The Great Connector." It reminds people how interconnected we are as a community, and the power we possess as a group."

-- Switch Participant







Additional information that you might find useful.

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04.01

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Frequently asked questions

04.02

Q: What are the hours of Switch?

A: Halifax and Dartmouth Switch have taken place during varying hours, but generally a duration of 4 hours has been used. Early afternoon hours have tended to work best.

Q: Will all cross streets be closed to cars?

A: No. Cross traffic will be allowed at signaled intersections. Stationing police at these signaled intersections to direct traffic safely through them. Additional volunteers can be placed at intersections to remind participants that the rules of the road still apply in these areas.

Q: What about trash?

A: In the past, Switch has not required any additional waste receptacles. As your event grows it is important to remind vendors that they are responsible for any waste their activities create on the route.

Q: Will there be tow-away zones?

A: To facilitate open streets there is no parking between the hours of the event. The route is signed as no parking zones. Signage should go up the day before the event, with the "no parking" hours identified. There will be no special parking for volunteers who come to Switch by car, so we encourage them to arrive by bike or public transit.

Q: Who are the organizers of this event?

A: Switch has been driven by community volunteers and partners since its inception, with primary involvement from the Planning & Design Centre (PDC). In the case of Switch Dartmouth, the Downtown Dartmouth Business Commission has been a co-organizer.

Q: What sorts of activities can take place along the route?

A: Lots! Yoga, bike rentals, maintenance and demos, live music, kids' games....see section 03.04 *Activating the Route*, on pg.30 for more details on this.

Q: How do you promote the dates of your open street event?

A: Switch uses a mix of both social media promotions and print advertising. For example Switch has over 1000 followers on Facebook and Twitter and an active blog style website. However, we often purchase ad space in local community newspapers in the two weeks leading up to the event. Because open street events are farely new to Nova Scotia there is a lot of opportunity to promote the event through newspaper articles and local news outlets.

Q: Where can I find resources to support open streets in my community?

A: PDC has secured funding from groups looking to promote public health, sustainable transportation, sustainability, and local business, and has had success integrating with municipal events like Bike Week.



















Signage

04.03

Route branding and wayfinding are important for creating a cohesive feeling along the route. Purposeful branding helps to distinguish the event from a parade or block party. Good branding also builds stronger awareness within the community and can help to leverage support in the future.

Switch uses consistent branding for volunteer t-shirts, posters and other print media, as well as day-of signage and wayfinding material. Signage is placed on street sign poles along the route, at street baracades, information tents, and along streets leading to the event.









info@ pdcentre.ca t: 902.494.8494 f: 902.423.6672

social media

@planningdesign @Switchhfx

facebook.com/Switchhfx

http://switchhfx.ca/

Ottawa

Alcatel-Lucent Sunday Bikedays

www.ncc-ccn.gc.ca/places-to-visit/parks-paths/things-to-do/alcatel-lucent-sunday-bikedays

- Every Sunday from Victoria Day to Labour Day, 9 am − 1 pm.
- 50 km of road scenic roads not occupied by homes or businesses. All properties have access through other channels and are not interrupted by the closure.
- Roads owned by National Capital Commission. No roads are owned by the municipality.
- The event is sponsored by Alcatel-Lucent, a private company. They organize training volunteers.
- Roads are permeable at intersections using the street lights and controlled by trained volunteers.
- One of the streets, Sir John A. McDonald, is a boulevarded street and open eastbound to vehicular traffic and westbound is closed for active transportation.

Hamilton

Open Streets Hamilton

http://openstreetshamilton.ca/

- 2 km of road 11 am 6 pm since 2010
- Happens on James St North, a business district with high arts and culture representation.
- Approximately 5k people attend 2km route
- Organized by City of Hamilton Active Transportation Program, Green Venture, Environmental Hamilton, Open Streets Hamilton, Ccycle Hamilton, SoBi Hamilton Bike Share, Evergreen, New Hope Community Bikes.
- Sponsored by Hamilton Public Works, Cycle Hamilton, Hamilton Community Foundation, YWCA
 Hamilton, Jamesville Community Hub as well as several in-kind sponsors
- 5k grant from events and 5k partnership support from Active Transportation help cover street closure costs related to police, bus rerouting and traffic closure.
- Funds also generated from selling advertising in event booklet and successful bike valet service (key)
- Next year will align with Friday Art Crawl events to leverage participation and support
- 2010 2012 happened twice a year, during Bike Month (June) and Car Free Day (September)
- 2013 2015 once a year during Bike Month
- Perhaps better to consider it a 'temporary park' than an 'event'

Winnipeg

<u>Ciclovia</u>

www.manyfest.ca/ciclovia/cbu2

- Once a year in September, 11 am 6 pm
- 7.5 km route links The Forks to Red River and Assiniboine Park (1k acre park) ☐Started in 2009
- Incorporates multiuse trails, with some business district areas and residential.

- Some residential streets included have historically had Sunday closures (with local traffic only) for decades. Not many of the streets have crossings because they're beside the river so less demand for police required.
- Only police can direct traffic during closures. Volunteers can direct participants.
- Since 2011 Ciclovia has been combined with ManyFest, which combines many popular downtown events into a weekend long festival
- Mayor supported approximately 10k cost for street closure until new mayor in 2015 had community pay.
- Supported by the Downtown Winnipeg BIZ. Sponsorship coming from as many as 17 different sponsors.

Calgary

Open Street Calgary

- Bow River Flow o Organized by Arusha Centre o 2009-2012. No longer happening o Not originally organized as 'Open Street' but acted as one. o 4km on provincially managed property – Memorial Drive Parkway o 15k in closure fees. City of Calgary covered fully first year o Backlash from community because of parking and congestion struggles o Because of the support/collaboration with the municipality many quality alternative locations were explored and open up the city to thinking about public space differently
 - Optically the events looked like a flop because 6k people on 4 km of street doesn't look dense compared to street festivals, which is what people compare them to.
 - Support from the municipality and business districts was key
- Open Street Calgary o http://www.openstreetscalgary.com/
 - Does not close the street o Part of Arusha Centre, a charity that runs many community events, large and small. o Contributes to many other events throughout the year promoting active transportation.
 - o Bike generators that powered a smoothie machine is a big hit and helps generate revenue and animate the street

Vancouver

Vancouver LiveStreets

- 2011 started
- No longer happening

Other Cities in Canada and US http://openstreetsproject.org/initiatives/