



REPORT FOR ACTION

Complete Streets Guidelines

Date: February 13, 2017
To: Public Works and Infrastructure Committee
From: Deputy City Manager, Cluster B
Wards: All

SUMMARY

Complete streets are designed to be safe for all users, such as people who walk, bicycle, take transit or drive, and people of varying ages and levels of ability. Given the many demands placed upon our city's streets, this resource is necessary to help manage the complex nature of street planning, design, operations and maintenance.

Responding to Council direction, Transportation Services in partnership with City Planning, Toronto Water, Engineering and Construction Services and many other city and public stakeholders, have developed Toronto's Complete Streets Guidelines.

The Guidelines, with their emphasis on safety of the most vulnerable - children, seniors and people with disabilities, will be an important tool for the implementation of the City's Vision Zero Road Safety Plan. As well, the Guidelines introduce green infrastructure principles as an important consideration in the design of City streets. The Guidelines provide a common starting point for street design discussions and upfront planning.

This report will provide an overview of the Complete Street Guidelines that have been developed, as well as:

- The consultation steps undertaken during the production of the Guidelines; and
- A discussion of next steps including a proposed implementation program and demonstration projects.

RECOMMENDATIONS

The Deputy City Manager, Cluster B recommends that:

1. The Public Works and Infrastructure Committee receive this report for information.

FINANCIAL IMPACT

There are no financial impacts associated with adoption of the recommendation contained in this report.

The Deputy City Manager and Chief Financial Officer have reviewed this report and agrees with the financial impact information.

DECISION HISTORY

On May 7, 2013, City Council adopted Motion PW22.10 with amendments, requesting the Deputy City Manager, Cluster B, with the General Manager, Transportation Services and the Chief Planner and Executive Director, City Planning, to develop Complete Streets Guidelines and report back to the Public Works and Infrastructure Committee on an approach for the City of Toronto. The Council decision can be viewed at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.PW22.10>

On December 9 and 10, 2015, City Council adopted Motion EX10.31 requesting that Transportation Services consider the pedestrian safety and accessibility concerns raised by the public and the Disability, Access and Inclusion Advisory Committee at its October 27, 2015 meeting, when developing Toronto's Complete Streets Guidelines. The Council decision can be viewed at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.EX10.31>

COMMENTS

Complete Streets Guidelines Overview

Complete Streets are streets that are designed to be safe for all users, such as people who walk, bicycle, take transit or drive, and people of varying ages and levels of ability. It is only by undertaking a Complete Streets approach to design that we can ensure that our roads are safe, accessible, serve the community, and encourage economic vitality.

Toronto's Complete Streets Guidelines account for, and attempt to balance, the increasing demands placed on our street network including providing mobility to all modes of travel, goods movement, and acting as places for communities to gather. The Guidelines provide a resource that will guide City Divisions on how to plan and design our streets in a holistic manner, based on City policies and integrating best practices.

The Guidelines have been specifically developed in order to recognize and support key City goals and policies, such as:

- **Toronto's VisionZero Road Safety Plan** - The Guidelines have a strong emphasis on safety and accessibility and will serve as an important tool for making improvements to intersections and corridors with high collision rates. This is accomplished through the prioritization of vulnerable users, and includes design strategies to lower vehicle travel speeds, shorten crossing distances to reduce

exposure of pedestrians to vehicles in the roadway, and make cyclists more visible to turning motor vehicles.

- **Green Streets** - The Guidelines also introduce green infrastructure design principles for streets to City and agency staff, consultants, private developers and community groups and suggest further opportunities to reconsider traditional approaches to street design. For example incorporating street trees and landscaping can frame and define streets while low impact development techniques such as the use of pervious surfaces can promote infiltration of rain and stormwater runoff.

To achieve this, Toronto's Complete Streets Guidelines contain:

- **Vision and Goals** - The vision for Complete Streets is based on the City's Official Plan and focuses on three pillars: "streets for people", "streets for placemaking", and "streets for prosperity".
- **Identification of Street Types** -based on movement and placemaking. The street types reflect existing and planned contexts, help set key design objectives, and offer inspiration for how streets can be improved.
- **Role Identification and Design Process Checklists** - for each step in the design process.
- **Design Principles** - mode and street components:
 - *Pedestrians* - including accessibility considerations, an overview of sidewalk zones and the importance of the pedestrian clearway.
 - *Cyclists* - general guidance is provided on cyclists and their needs, as well as different types of facilities and their context-sensitive considerations
 - *Transit* - considerations for high-volume locations, an overview of the latest transit-supportive street elements, and a focus on transit's efficiency in moving people on congested roadways.
 - *Green Infrastructure* - definitions and design principles that reflect the content, vision, goals, and background of the forthcoming Green Streets Technical Guidelines.
 - *Roadways* - key considerations for the safety of vulnerable users and for designing a multi-modal transportation system.
 - *Intersections* - a holistic approach focusing on safety and includes placemaking, green infrastructure, and considerations for cyclists, transit, and operations.

Consultation

In 2014, City Council requested consultation with a wide range of stakeholders and the public in developing the vision, goals, and design guidance for complete streets in Toronto. Staff have carried out numerous consultation activities, including:

- A project launch event, street tours, and five workshops
- Engagement with more than 80 external stakeholder organizations with a mandate relevant to streets.
 - Of these, 37 participated in the Stakeholder Advisory Group (SAG). The SAG met five times throughout development of the Guidelines to advise on content and direction.
- Consultation with three City Advisory Bodies – the Disability, Access and Inclusion Committee, the Design Review Panel, and the Toronto Planning Review Panel.
- Public engagement through over 40 events, including: public meetings, social media, videos, walking and cycling conversations, email, and surveys, as well as an innovative photo contest. The contest was a partnership with Spacing Magazine and received almost 800 submissions, and included a youth category.

In total, engagement and consultation on the Complete Streets Guidelines entailed more than 40 distinct activities for stakeholder and public input between 2014 and 2016. A full engagement summary report is available online through toronto.ca/completestreets.

Overall, feedback on the Guidelines has been positive from stakeholders including from groups representing persons with disabilities, pedestrians, cyclists, motorists, businesses, developers, and social and environmental issues.

Applicability of the Guidelines

The City carries out a wide variety of street projects, ranging in scale and scope, where the Guidelines may apply, including:

- *Plans*- area plans, such as secondary, master, or precinct plans; Avenue and Corridor studies.
- *Major projects* - new construction; reconstruction or revitalization; major resurfacing; Environmental Assessments; business improvement area projects; development applications.
- *Medium to smaller scale projects* - resurfacing, local safety and transportation improvements and streetscape improvements (such as trees, landscaping, street furniture, beautification, public art, wayfinding).

Major projects offer the most opportunity to apply the Guidelines. Smaller projects which typically have more constrained scopes, budgets, and timelines can also provide opportunities for Complete Streets when the guidelines are applied early in the design process.

Implementation

The Complete Street Guidelines represent an interim step in the adoption of a full Complete Streets approach to street design. The process to date has been focused on the development of the Guidelines themselves. Next steps focus on how the Guidelines can be made operational across the City.

In the short term, demonstration projects will be selected to inform the implementation plan. Projects will vary by street and project type, scale, district, and year of construction. These projects will provide an opportunity for staff to apply the Guidelines in a practical setting, and better understand implications of the Guidelines to capital costs, maintenance costs, and staff resourcing.

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SIGNATURE

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ATTACHMENTS

Attachment 1 - Toronto's Complete Street Guidelines