

City of Toronto Complete Streets Guidelines
Summary: Stakeholder Advisory Group Meeting #3
The 519, 519 Church Street, Room 217
Tuesday, February 23, 2016
5:00 – 8:00 pm

1. Meeting Overview

On Tuesday, February 23, 2016, around 20 members of the Complete Streets Stakeholder Advisory Group (SAG) participated in the third SAG meeting. Participants represented organizations with a range of interests and expertise related to Toronto's streets, including pedestrian advocacy, cycling advocacy, transit advocacy, professional associations, and others. The purpose of the meeting was to discuss updates to the Guidelines, including Street Types, Design Directives, and Steps to Assembling the Street. The SAG also learned about updates related to implementation and performance measures.

The meeting included a series of presentations, each of which was followed by a plenary discussion. Participants shared feedback verbally, by submitting written feedback in workbooks, and through letters and emails submitted after the meeting.

This Meeting Summary covers the main areas of discussion and written feedback submitted during and after the meeting. It is organized into the following sections and sub-sections:

1. Meeting Overview
2. Key Messages
3. Detailed Feedback
 - 3.1 Feedback about Street Types
 - 3.2 Feedback about Design Directives
 - 3.3 Feedback about the Steps to Assembling Streets
 - 3.4 Feedback about Street Elements, Implementation, and Performance Measures
 - 3.5 Feedback about process and other feedback
4. Next Steps

Please note the detailed meeting agenda is attached as Appendix A and the list of participants as Appendix B.

Ian Malczewski of Swerhun Facilitation wrote this Meeting Summary and shared a draft with participants for review before finalizing it.

2. Key Messages

The following are the key points that emerged during the discussion. Readers should review them in concert with the more detailed feedback that follows.

The Guidelines are making good progress. Many participants felt the Guidelines had made good progress, including the Street Types, Safety Directives, and Street Elements.

Safety should be promoted in the Guiding Principles. Some SAG members reiterated their previous feedback that the Guiding Principle about safety should be elevated above all other Guiding Principles.

More work is needed on the Civic Street and Main Street Street Types. Several SAG members were confused by the distinctions between Civic Streets and Main Streets and suggested the team better clarify the roles of these Street Types.

The Safety Directives are missing a gender lens. Some SAG members reiterated their previous feedback that the directives are not doing enough to recognize the distinct safety issues and needs of women.

The Safety Directives do not do enough to help build out the city's cycling network. There was a strong concern that the Guidelines will not result in the City adding to and enhancing bicycling infrastructure to improve cyclists' safety.

Include some language in the "prioritize vulnerable user" that recognizes degrees of vulnerability. Different street users have different degrees of vulnerability: people with disabilities, the elderly, and children are most vulnerable, followed by other pedestrians, followed by cyclists and other forms of wheeled active transportation.

The approach to Implementation and Performance Measures is very encouraging. Participants really liked the proposed prompt-based approach to implementing Complete Streets and the proposed multi-disciplinary Performance Measures.

3. Detailed Feedback

3.1 Feedback about Street Types

SAG members reviewed and gave feedback on the Complete Streets Street Types. They shared both **general** and **suggested** changes:

General feedback and questions about Street Types:

- **Many SAG members felt the purpose of Street Types was clearer.** SAG members felt that the emphasis on link and place was very important for street design. Participants also liked that desired street activities could help influence design decisions.
- **Clarify whether Street Types reflect aspirational or actual intentions for a street.** *Brent Raymond of DTAH, the firm leading the consulting team, replied*

that Street Types are aspirational; they are meant to help guide decisions about what we want a street to be.

- **Clarify how the Street Types will be presented in the final product.** *Brent said that Street Types will be presented in detailed spreads and include more detail than provided in the meeting's materials.*
- **The overlays are a useful component of Street Types.** SAG members liked the overlays and thought they would help people think about both link and place.
- **Street Types should be flexible enough to address streets whose character and function change along their length.** *Brent replied that the purpose of Street Types is to ensure that people think about both link and place when undertaking street projects; they are not meant to prescribe design directions along a specific street. In applying Street Types, a person should review all the policy for a street (including the overlays) to make sure the street's different contexts are considered.*

Suggested additions and changes for Street Types:

SAG members offered feedback and suggestions on how to make Street Types clearer:

- **Promote and emphasize safety as the lynchpin.** Several SAG members thought that the importance of safety could be better emphasized. One suggestion was to identify vulnerable users as a priority across all Street Types. Another idea—which some SAG members had shared at the previous SAG meeting—was to pull the Guiding Principle about safety out from the other principles. Some SAG members felt the rationale for keeping nesting the safety principle for structural reasons wasn't compelling and suggested the team reconsider this decision. *Brent replied that other sections of the Guidelines identify that safety is the overarching principle. The team has kept safety nested within the other other Guiding Principles for structural reasons (to keep three groupings of Guiding Principles).*
- **The key differences between Street Types section need to be clearer.** Both the link and place aspects of each Street Type should be differentiated, and the relative aspirations for each mode of transit should also be identified.
- **The sample Street Type depictions should more clearly demonstrate how aspirational choices translate into physical differences at the street level.** For example, the cycling infrastructure appears different in the three illustrated examples of Street Types, and it's unclear if this is a prescriptive recommendation or an illustrative example.
- **Revisit the Civic Streets and Main Street Street Types.** Several participants had concerns and suggestions about the Civic Street and Main Street Street Types:
 - **Concern that cycling and place-making are only identified as priorities on Civic Streets (and not Main Streets).** *Brent replied that the point of Street Types is to encourage people to get away from thinking about streets in terms of arterial and collector roads and encourage a nuanced*

approach. The slide illustrating key differences is not intended to preclude place-making or cycling on Main Streets, but rather to show that place-making is a primary priority on Civic Streets.

- **Think of “civic” as an overlay or a variation on top of the other Street Types instead of as its own Street Type.** Toronto’s civic streets are very different (Bloor, University, Church, and Yonge are all civic streets). An overlay or variation could be applied to the other Street Types, and defined as: “A civic street is a main street or other street that has a special role in defining the civic identity. Civic streets may qualify for enhanced treatments.”
- *Brent said that it’s important to think more about the process and not the product of Street Types—the question is whether the Street Type is useful to get someone thinking about a street’s context. The consulting team has worked for a year to create the most extensive discussion about Street Types of any guide in North America.*
- **Streetcars are missing from Street Types.** Streetcars are a huge part of the identity of Toronto’s streets—they should be identified as an element of Street Types.
- **The word cloud should include food and drink.** Eating and drinking are big parts of how people experience and use streets.

3.2 Feedback about the Draft Design Directives

SAG members gave feedback about the Draft Design Directives:

General feedback about the Draft Design Directives:

- **Clarify who the audience is for the Design Directives.** *Brent explained that the directives have been written for a broader audience; the team would have likely written them differently if they were intended to be read by practitioners alone.*
- **The Design Directives should be *directive*.** Some of the presented directives included a verb (e.g. prioritize vulnerable users) while others were more of a statement (e.g. vulnerable users). Several SAG members felt strongly that the directives should include a verb to actually direct street practitioners to think / act in a certain way.

Feedback about the Safety Directives:

- **It’s good to see the emphasis on safety.** Many SAG members were happy to see that the Design Directives placed an emphasis on safety.
- **The safety directives are missing a gender lens.** Some SAG members were very concerned that the safety directives did not consider gender. Issues like lighting, entrapment, eyes on the street, and the design of buildings have a big impact on how safe women feel on streets, as do sightlines, entrapment spots, movement predictors, sense of ownership/territoriality, time of day, and weather. None of

the renderings have baby carriages, and it seems the directives also don't consider the safety needs of care givers in streets. *Brent responded that he appreciated the comments. The Guidelines will not address building design, but they will address lighting in a later chapter.*

- **Safety must be defined.** Some participants felt it was important for the Guidelines to define safety. This definition should encompass interpersonal safety, harassment, vandalism, assault, theft, and other criminal behaviour. While every person on streets experiences risks, others (including women, elderly people, people with disabilities, visible minorities, and the LGBT community) experience greater risks than white, able bodied males—and these people are a substantial part of society. *Brent responded that the team has been defining safety to mean “no one should get hurt or killed on our streets.”*
- **The safety directives should reference Crime Prevention through Environmental Design (CPTED).** CPTED principles go a long way towards addressing how you consider safety of vulnerable users in street design.
- **The safety directives do not do enough to build out the city's cycling network or help cyclists.** There was a very strong concern that the safety directives didn't appear to do anything to help build out Toronto's cycling network. There isn't anything new in Complete Streets that's going to help build cycling infrastructure on streets that haven't been identified on the bike plan. It doesn't look like Complete Streets is going to help practitioners do anything different to improve cycling. *Brent replied that cycling and pedestrians are elevated in Complete Streets and that the team has done as much as possible to do to address cycling issues in the framework of the Guidelines. The consultant team is also going to recommend the City undertake some kind of network-focused transportation planning exercise to identify and resolve conflicts between various network plans. Adam Popper, the City's Complete Streets Manager, added that the Link Directives ask practitioners to connect to other policies in the City—such as the bike network plan—to think about how to address issues like cycling. There may be opportunities for practitioners to make routes safer, such as making middle car lanes narrower to create the space for a bike lane or a wider curb lane.*
- **Include some language in the “prioritize vulnerable user” directive that clarifies who vulnerable users are.** Several SAG members felt the directive should recognize that different street users have different *degrees of vulnerability*: people with disabilities, the elderly, and children are most vulnerable, followed by other pedestrians, followed by cyclists and other forms of wheeled active transportation. Some vulnerable street users are vulnerable to others (such as pedestrians, who are vulnerable to cyclists). Losing sight of these different degrees of vulnerability can to conflicts between different road users (such as on the new Queen's Quay).

- **Include language that acknowledges that separation is the fundamental way to prioritize safety.** Several participants felt that identifying separation as a key element to prioritize the safety of vulnerable users was very important. For some, this was particularly important because it would help recognize the need to separate pedestrians and cyclists. One suggested place to add this language was within the Exposure Risk directive by urging street designers to: minimize the potential for negative interactions between road user groups, submit a Road User Risk Assessment with every project, and identify a preference for “passive” pedestrian safety designs (like curbs and crosswalks).
- **Include language about how to identify when safety infrastructure is warranted.** For example, in some school zones, crosswalks are not considered warranted because very few kids try to cross very wide roads. The Guidelines should help identify if safety infrastructure is warranted. Another person suggested identifying crossing opportunities as something to consider within the Exposure Risk directive. *Brent said that the Guidelines will consider warrants in a chapter dedicated to Street Elements. A street designer would also need to consider things like schools when applying overlays (as described in the Street Types section).*
- **Instead of grouping road users based on their relative mass, the slide entitled "Mass of Various Street Users" should instead focus on "Momentum of Various Street Users."** Very few road users are injured by a parked truck, car, or cyclist, but, when in motion, the combination of the mass and velocity of these vehicles (ie. their momentum) presents a potential threat to more vulnerable road users—especially pedestrians. By presenting pedestrians and cyclists as separate road user groups based on their different momentum (as opposed to their similar mass), the vulnerability of pedestrians to faster moving cyclists is highlighted as an important safety consideration in developing Complete Streets.
- **Provide more guidance around crossings.** Crossings are the point at which vulnerable users are most exposed to danger, and almost all pedestrians injured or killed are hit at intersections or while trying to cross a street mid-block (often because of a lack of safe crossing points). Under the Exposure Risk directive, crossing points should be identified as factors that inform exposure risk. The placement of crossings should also be identified as a priority under the Desire Lines directive.

Feedback about the Place Directives:

- **Add language to the Pedestrian Comfort directive** that indicates pedestrians should not have to walk into cycling lanes. This language would help protect pedestrians from all higher speed vehicles. Specific suggestions were to add these additional statements to this directive:
 - Provision of a continuous, straight, and unobstructed Pedestrian Clearway Zone is the top sidewalk priority.

- Designation of other sidewalk zones is considered only after an appropriate Clearway width has been established.
- Wherever possible, the Clearway should be placed adjacent to the building face, providing easy access to stores and weather protection from overhangs.
- Consideration should be given to Perceived Safety of women and other high vulnerability pedestrians in detailed design of sidewalk layout, lighting, street furniture placement, clear sight-lines, etc.
- **Place directives should acknowledge the role that street murals can play** in improving place and safety. There is growing evidence that street murals on local/residential streets help decrease speed, improve community safety and interconnection, and recognize the road as public space.

Feedback about the Person Throughput and Mobility Directives:

- **These directives are great.** Several participants really liked that the City was proposing focusing on person throughput and mobility.
- **Include language that explains that reducing speed does not significantly impact capacity throughout** to prevent people from saying that reducing speed will hurt streets' capacity.
- **Instead of using icons of cars to illustrate person capacity, use icons of people** since the point of the directive is focus on person throughout rather than vehicle throughput.

Feedback about other Design Directives:

- **That directives should encourage designers to make streets attractive.** Attractive places attract more people and more people make streets safer.
- **The Greening Directives should include language that encourages street designers to think about sustainability and energy efficiency** in producing streetscapes.

3.3 Feedback about the Steps to Assembling the Street

SAG Members gave feedback about the Steps to Assembling the Street:

- **Make sure cross sections identify minimum lane widths for Emergency Services and TTC vehicles.** *Brent said the City's new curb radii guidance identifies a new standard vehicle size for street designers to consider when assembling a cross section. This new "design vehicle" is similar in size to a UPS truck.*
- **The concept of trade-offs is problematic.** It's only through collaboration that we can come up with street designs that have considered all users' needs.

3.4 Feedback about Street Elements, Implementation, and Performance Measures

SAG members gave feedback about the Street Elements, Implementation, and Performance Measures:

Feedback about Street Elements:

- **The organization of street elements into low, high, and medium levels of guidance is very helpful.** The detailed breakdown of options for sidewalk widths and layouts are very good and should prove useful.
- **A high level of guidance should be provided for bike lanes and crossings.** Crossing points are crucial to the pedestrian experience and pedestrian safety, and streets are not complete without considering safe crossing.
- **There should be guidance for swales, road texturing, and road painting.** These are all small tools that add a lot to street design.
- **Add guidance for signage.** Lots of our street signage is negative—telling us what we cannot do. It would be great if our streets' signage was more positive.
- **Use METRAC's "Safe Cities Guidelines for Planning, Design, and Management," to provide guidance on elements to make sure the guidance around the elements recognizes women's distinct safety needs.** This document includes safety criteria for lighting, sightlines, entrapment spots, movement predictors, visibility by others, land use mix, activity generators, sense of ownership/territoriality, finding help, time of day, and weather.
- **Consider the needs of care-givers when providing guidance for the elements,** including sidewalk width and grade (to help those with strollers), intersection timing (to give people with strollers enough time to cross), and publicly accessible washrooms (which is important for the elderly, people with medical conditions, and pregnant women).

Feedback about Implementation:

- **Prompts are a better tool than checklists.** One participant really liked the proposed approach of giving a street designer a series of prompts to use when approaching a street design project.
- **Consider adding language about the importance of pilot programs** in implementing Complete Streets. Pilot programs are a great, relatively cheap way to implement or test Complete Streets ideas.

Feedback about Performance Measures:

- **Clarify whether the performance measures are meant to track the aspirations for a street or a street's existing performance.** *Adam said that the measures are meant to be used in both scenarios. It's not currently part of the City's practice to do comprehensive pre- and post-project evaluation. The City wants to ensure that*

the Performance Measures are actually measureable by identifying data sources that are available to practitioners and integrating performance monitoring into the street design and construction processes.

- **Support for measuring the impact on local businesses.** One participant really liked that the economic impact was going to be considered.
- **Include a measure for perceived safety.** One participant suggested adding a measure that would evaluate people's perception of safety, saying it's important to measure both collisions and near collisions, including cyclist/pedestrian interactions. This lens could also help measure how women perceive their safety on streets.
- **Consider adding language about the importance of pilot programs** in implementing Complete Streets. Pilot programs are a great, relatively cheap way to implement or test Complete Streets ideas.

Other feedback

- **Consider including definitions.** There should be a section on definitions to clarify potentially confusing or complex terms. For example, the Highway Traffic Act defines "vehicles" as including motor vehicles, trailers, bicycles (among others) but does not include motorized snow vehicles or streetcars.
- **Do not use images of Queens Quay.** One participant felt that using the image of Queens Quay harms the messaging around Complete Streets since Queens Quay's current design involves conflicts between some road user groups (pedestrians and cyclists).
- **Address the concerns of the Disability, Access, and Inclusion Advisory Committee.** The DAIAC expressed concerns about pedestrian safety in its October 27, 2015 meeting, and it's important for the SAG to understand how the Draft Guidelines have addressed these concerns.
- **The SAG should meet again** once the details of Chapter 4 can be shared for feedback.

4. Next Steps

The City and Consultant Team thanked participants for their feedback and committed to sharing a Draft Workshop Summary in the coming weeks. Ian Malczewski said the team is currently developing options on how and when to re-engage the SAG about the Guidelines. Adam Popper added that the City was considering a role for the SAG beyond the development of the Guidelines and will eventually communicate that potential role with SAG members.

Appendix A. Meeting Agenda

City of Toronto Complete Streets Guidelines

February 2016 Stakeholder Advisory Group Meeting

The 519 Church Street Community Centre — 519 Church Street

Tuesday, February 23, 2016 — 5:00 – 8:00 pm

Proposed Agenda

Purpose: To present and discuss updates to the Guidelines, including guiding principles, street types, design directives and steps to designing streets, street elements, performance measures, and implementation.

5:00 Welcome, Introductions, Agenda Review

5:10 Presentation: Overall Purpose, Guiding Principles, and Streets Types

Questions of Clarification

5:30 Discussion: Street Types

1. Do you understand the purpose of street types? Do you have any suggestions on how we could make it clearer?

5:45 Presentation: Design Framework and Decision Making

Questions of Clarification

6:10 Discussion: Design Directives and Decision Making

2. What (if anything) do you think is missing from the design directives?
3. Do the steps to designing streets seem logical to you? What suggested changes (if any) do you have?

6:50 Report Back

7:20 Presentation: Street Elements, Performance Measures, and Implementation

Questions of Clarification

7:50 Wrap Up and Next Steps

8:00 Adjourn

Appendix B. List of Invitees and Participants

Below is the list of the organizations that were invited to apply for SAG membership. The organizations that participated in the third SAG meeting are noted in **bold**.

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|--|---|---|---|
| 8-80 Cities | City of Mississauga | Municipal Engineers Association of Ontario | Steve Munro |
| Active and Safe Routes to School | Transportation Works Department | Municipal Urban Designers Roundtable (MUDR) | The Laneway Project |
| Alliance for Equality for Blind Canadians (AEBC) | Civic Action | Neptis Foundation | Toronto and Region Conservation Authority |
| Architecture for Humanity | Clean Air Partnership | North American Native Plant Society | Toronto Association of BIAs |
| Autoshare | CNIB | Ontario Association of Landscape Architects (OALA) | Toronto Atmospheric Fund |
| Beanfield | Code Red TO | Ontario Ministry of Transportation (MTO) | Toronto Centre for Active Transportation |
| Bell Canada | Council for Canadian Urbanism | Ontario Motor Coach Association | Toronto Community Foundation |
| BionX International Coporation | Creating Healthy and Sustainable Environments | Ontario Professional Planners Institute (OPPI) | Toronto Electric Riders Association |
| Building, Industry, and Land Development (BILD) | Cycle Toronto | Ontario Public Works Association (OPWA) | Toronto Environmental Alliance |
| Canada Post | Cycling Think and Do Tank | Ontario Traffic Council | Toronto and Region Conservation Authority |
| Canadian Association of Physicians for the Environment | David Suzuki Foundation | Ontario Trucking Association | Toronto Skateboarding Committee |
| Canadian Automobile Association | Ecojustice | People Plan Toronto | Toronto Women's City Alliance |
| Canadian National Institute for the Blind | Enbridge Gas Distribution | Pollution Probe | Toronto Society of Architects |
| Canadian National Institute for the Blind | Environmental Defence Canada | Public Space Workshop | Transportation Options |
| Council of Canadians for the Blind | Enwave | Registered Nurses Association of Ontario | TTC Riders |
| Canadian Courier and Logistics Association | Evergreen | Residential and Civil Construction Alliance of Ontario | University of Toronto |
| Canadian Environmental Law Association | Green Communities Canada | Ryerson University | Urban Land Institute |
| Canadian Institute of Transportation Engineers | Harbord Village Residents Association | Senior's Strategy Leader | Urban+Digital |
| Canadian Urban Transit Association (CUTA) | Heart and Stroke | Share the Road Coalition | Walk Toronto |
| Cancer Care Ontario | iTaxiWorkers | Spacing | Waterfront Regeneration Trust |
| CARP | Jane's Walk | | Wellesley Institute |
| Centre for Independent Living in Toronto CILT | LEAF | | |
| | Metrolinx - GO Transit | | |
| | Metrolinx - Smart Commute | | |
| | Metropolitan Action Committee on Violence Against Women and Children (METRAC) | | |

Comments on Complete Streets draft guidelines presented at SAG, Feb. 23, 2016

By Dylan Reid
On behalf of Walk Toronto

The draft Complete Streets guide is promising, but there are a few specific issues that are important to address before the final version is submitted.

1) Street Types

The distinction between the “Civic” street type and the main street types continues to be a problem.

“Civic” streets mentioned as examples take many different forms. Bloor and Yonge are retail streets, University is not really a retail street, John is barely a main street at all. Some have heavy bike traffic, others don’t. Some have high-order transit, others might not.

To solve this conundrum, why not define Civic streets as a variation on other streets.

Something like, “A civic street is a main street or other street that has a special role in defining the civic identity. Civic streets may qualify for enhanced treatments, etc.”

2) Street design directives – vulnerable users

It’s important to identify in the guidelines that, while cyclists and pedestrians are both vulnerable road users, pedestrians are vulnerable to cyclists too. Losing sight of this fact is what has led to conflicts on the new Queen’s Quay.

The degrees of vulnerability can be identified by rewording the “Vulnerable User” section under “Safety”.

First, as per Nancy Smith Lea’s suggestion, ensure this section is titled “Prioritize vulnerable users”

Second, phrase the description as something like

“Vulnerable users are at greater risk of injury and mortality during a collision. The most vulnerable users are people with disabilities, the elderly, and children, followed by other pedestrians, followed by cyclists and other forms of wheeled active transportation”. (The latter phrase can encapsulate rollerbladers, skateboarders, etc).

Under the “prioritize” details elaborating on this section, include “separation” as a key element for establishing the safety of vulnerable users.

Separation is, in fact, the most common and standard method of ensuring the safety of vulnerable road users – the use of raised sidewalks for pedestrians (note that some 25% of Toronto local streets do not have sidewalks), and the use of painted or physically separated bike lanes for cyclists. Separation also reminds designers that pedestrians and cyclists are safest when they are separated from each other. Finally, separation reminds those interested in “shared” concepts that, in the absence of a raised sidewalk, some form of separation from vehicles is still necessary for the safety of pedestrians, especially the visually impaired.

If the chart of “mass” is to be included in the guide, it should be changed to a chart of “force” (mass + momentum) and cyclists and pedestrians should be separated.

3) Street design directives – crossings

Crossings are the point at which vulnerable users are most exposed to danger. Almost all pedestrians injured or killed are hit either at intersections, or while trying to cross a street mid-block (often because of a lack of safe crossing points).

A street cannot be considered complete if it is not safe and convenient to cross.

Under “exposure risk”, add “The factors that inform exposure risk are speed, time, distance, vertical separation, **and crossing points.**”

Also, crossings are a crucial element in “Links”

Under “Desire Lines”, should add “To understand and accommodate desire lines ... will contribute greatly to street design and inform the placement of elements, features **and crossing points**”

4) General

There are many promising features in the draft Complete Streets guidelines, especially the detailed emphasis on the pedestrian environment.

The detailed breakdown of options for sidewalk widths and sidewalk layout are very good and should prove very useful.

The emphasis on place and pedestrian comfort is important. The inclusion of climatic conditions recognizes that pedestrians are most exposed to weather, and that pedestrian spaces need to be attractive as well as safe in order to encourage walking.

The move towards measuring total person throughput rather than vehicle throughput could make a significant difference to how we think about our streets.

The emphasis on safety is vital and fits well with the City’s talk of a “Vision Zero” strategy.

Complete Streets Draft Guidelines, SAG Meeting #3

Workbook Responses

Submitted by Gord Brown

Do you understand the purpose of street types?

Somewhat – but I can't give a clear yes. My understanding is that Street Types as an “aspirational” designation – helping to move a street from where it is to what it might be as a redesigned Complete Street. The planned “nature” of the street (eg. proposed visioning for King Street West or the John Street Corridor) will drive design and functional objectives, changes that would be required to support preferred transportation modalities, and street elements to support desired activities. That being said (rightly or wrongly), I'd find it hard to apply the Guidelines based on the examples given in the presentation. I'm sure there is more helpful direction in the Guidelines themselves, but not seeing that, I've included some suggestions below that might be helpful.

Do you have any suggestions on how we could make it clearer?

Expand the street type “key differences” section to be more explicit and inclusive. In particular, address both the “place” and “link” aspects of each designation – and include the relative “aspirational” level of each mode of transportation in the different street types. For example, as mentioned at the meeting, the absence of any mention of *cycling and vehicle travel* for Main Streets makes it hard to see how the street will actually be used. And since Complete Streets is the umbrella document for “all things street”, wouldn't it make sense to have high level visioning, expectations or directional guidance provided here?

Review the sample 'street depictions' to more clearly demonstrate how “aspirational choices” translate into physical differences at street level. For example...

- While all three depictions of street types have the same highest level “link” status, I notice that for “Civic” and “Main Street – Core” there are four travel lanes and no parking, while “Main Street - Avenues” has three travel lanes and one lane parking. *It's not clear how these differences follow from the other info that has been provided.* What is the practitioner to take from this example?
- For *cycling infrastructure* as presented in three “street” depictions, bike lane and buffer lane widths differ in all three depictions (the reason isn't clear). Is this meant to be prescriptive? Also, for some reason, bike lanes on civic streets are raised to sidewalk level – which would likely serve to encourage cycling on the grand sidewalks planned for these streets. For consistency, and to avoid implicit “pre-approval”, I suggest that the Civic Street illustration should be changed to reflect the otherwise consistent Guidelines depiction of bike lanes in the “in-between zone” and at street level – with potential exceptions handled separately.
- There is little indication in the depictions of the *different activities on these streets and how that could drive such differences* – nor is there any indication of how retail/entertainment businesses will be served by delivery vehicles. Many of the illustrations in the Draft Guidelines are excellent – and the same level of precision, and information provided, here might help to drive a better common understanding of street types.

What (if anything) do you think is missing from the design directives?

Pedestrian Priority in Prioritize Vulnerable Users:

As it stands, the Statement in the Draft Guidelines reverses the Council-approved directive that “The Safety of Pedestrians takes precedence over all other forms of transportation”. As you heard at the recent Disability Issues Committee meeting and in my comments at SAG #3, cars are not the only

“vehicles” that can be harmful or lethal to pedestrians – and it is important to continue to emphasize the unique vulnerability of pedestrians in Complete Streets Guidelines. While there is value in retaining the original principle, I can support Walk Toronto's recommended compromise, which is:

“Vulnerable users are at greater risk of injury and mortality during a collision. The most vulnerable users are people with disabilities, the elderly, and children, followed by other pedestrians, followed by cyclists and other forms of wheeled active transportation”.

Pedestrian Safety -- reflected in “Minimize Exposure Risk”?

DIAIC through EC requested that a number of pedestrian safety-driven items be addressed, and with SAG only having been provided with “Prioritize Vulnerable Users”, it's not clear how that is being done.

Logically, outstanding concerns could be simply and cleanly addressed if they were explicitly included as *Statements* or *Guidance* associated with the safety principle “Minimize Exposure Risk” -- but I have no indication if that is being done.

To ensure the concerns are fully considered and appropriately dispositioned – ideally as specific directions under Minimize Exposure Risk—I'm repeating the DIAIC items here.

1. *Roadway designs will seek to minimize the potential for negative interaction between road user groups”.*

2. *There will be a consistent Road User Risk Assessment submitted with each [Complete Streets] Project, to objectively assess changing road user risk, and outline any planned risk mitigation activities/risk monitoring activities, to ensure that road user safety is in fact improved by the project.* As outlined in the DIAIC presentation, there is no documented evidence that pedestrian safety has been rigorously considered in a number of “innovative” cycling infrastructure project projects, and photographic evidence that suggests that risk has in fact been simply transferred from cyclists to pedestrians. Since the goal of stated Complete Streets is to “improve safety for all road users”, I suggest it is essential that this objective evidence be required and provided.

3. *Preference is for simple, universally understood, “passive” pedestrian safety designs (eg. curbs and crosswalks to delineate the cyclist/pedestrian interface) in Complete Street development.* Proposed alternatives will be supported by a Road User Risk Assessment to demonstrate pedestrian safety is maintained or enhanced by the project.

As outlined in the DIAIC presentation – and as stipulated by Walk Toronto in their comments at the meeting – this is best met with continuous grade separation (ie. curb) between sidewalks and all traffic (including cyclists). It also clearly supports the use importance of continuing to use cross-walks to safely guide pedestrians across all traffic (including cyclists), from the safety of one sidewalk to another.

Pedestrian Safety in Predictability/Self-Regulating Design?

Again referencing the EC action on to address DIAIC concerns, these included concerns about the *pedestrian safety impact of “mixing areas” that would equally apply to “shared streets”*. I'm glad to see Walk Toronto highlighting the importance of separating cyclists and pedestrians to minimize cycling-related pedestrian safety risk. But I'm disappointed when I see the City's half-hearted effort in addressing the mixing area at Queen's Park West and Hoskin Avenue. Are these issues being specifically addressed in this Section? And, when will it be made available for SAG review?

Prioritize Vulnerable Users – Statements and Guidance:

As mentioned above, I fully support Walk Toronto's recommendation that this information be reworked to focus on momentum (mass times velocity) as a primary determinate of potential for harm, with cyclists and pedestrians shown as clearly separate road users.

I further suggest that this section would greatly benefit from elaboration on the requirement for cyclist/pedestrian separation, with wording such as the following:

- *Provide curbs to clearly and continuously separate sidewalks from all traffic, including cyclists. Such provisions discourage sidewalk cycling, and provide a clearly understood indication to pedestrians of abilities that stepping down from the curb may place them in harms' way.*
- *Provide crosswalks or other pedestrian right-of-way designations to safely guide pedestrians across all higher momentum traffic, including cyclists.*
- *Design sidewalks and crossings to minimize the potential for all harm or perceived danger to pedestrians – not just major collisions. [NB: this also links back to SAG #2 interest in having a better definition of “safety”].*

Pedestrian Comfort – Statement:

The street cross-sections provide very good, very instructive information wrt the Pedestrian Clearway – and it would be helpful to have some of that critical information highlighted upfront as well. Specifically, and fully consistent with Vibrant Streets Guidelines, I suggest that the additional or enhanced Statements could read:

Provision of a continuous, straight and unobstructed Pedestrian Clearway Zone is the top sidewalk priority. [This info is contained in the Sidewalk Zone and Sidewalk Design Principle figures – helpful to state it right upfront as opposed to having to dig?].

Designation of other sidewalk zones is considered only after an appropriate Clearway width has been established. [Re-emphasizing PC priority].

Wherever possible, the Clearway should be placed adjacent to the building face, providing easy access to stores and weather protection from overhangs. [Suggested addition].

Consideration should be given to Perceived Safety of women and other high vulnerability pedestrians in detailed design of sidewalk layout, lighting, street furniture placement, clear sight-lines, etc. [Suggested addition, based on SAG member concerns].

Do the steps to designing streets seem logical to you? What suggested changes (if any) do you have?

Yes, they seem logical. Cross-section and Zone information is particularly helpful. Changes suggested above wrt differentiation of street types might be helpful.

Feedback on Street Elements?

This section is generally excellent, and the sidewalk planning information – and Clearway width examples – is very helpful to all involved in the Complete Street design process.

Under “Levels of Guidance”, it would seem that “High” guidance would apply to bike lanes and crossings – even if some of that is handled elsewhere. Is there an argument against this?

Feedback on Performance Measures?

This is a very good initiative. Recognizing the difficulty in obtaining reliable data on vulnerable road user “near misses” and cyclist/pedestrian interactions at all levels of severity, it would be helpful to have “Perceived Safety” as a valuable performance measure across all road categories – and perhaps “strongly recommended”.

Do you have any other feedback for the City about the Complete Streets Guidelines?

Under, “what we've heard from SAG #2”, the presentation indicates the need for two things:

- make the messaging of safety more explicit;
- explain what the definition of “safety” is; and,
- explain 'what will be better' because of the Guidelines.

I suggest that it harms as opposed to helps the Complete Streets cause by continuing to show Queen's Quay examples as a backdrop in Staff presentations.

As discussed at the last meeting and as clearly presented in Walk Toronto's comments, one of the key precursors of “safer streets” for vulnerable road users is the continued separation of road users based on their relative momentum.

Pedestrians currently enjoy this on the vast majority of Toronto streets – with curbs and full-length cross-walks, as outlined above -- and the feedback you've heard at SAG is that pedestrians are very interested in keeping these simple, easily understood provisions.

Since Queen's Quay is very likely not representative of the preponderance of upcoming Toronto Complete Streets, wouldn't it be more helpful to show image that better depict the inter-modal separation? The College Street photo on the website is perhaps more likely to help make your case.

Hi Ian,

There seems to be some confusion around the concept of a gender lens and its importance as it relates to street design, which I raised at last week's stakeholders' meeting. Adam Popper seemed to dismiss its relevance too. Permit me therefore to substantiate and elaborate this link.

How does a gender lens relate to street design and why does it matter?

It is an important and positive step that safety of the vulnerable user has been made top priority for street design. A disembodied "vulnerable user" on foot, wheelchair or bike is, however, not sufficient to lead to inclusive solutions that tangibly improve the safety of these users.

Safety must be defined inclusively to encompass interpersonal safety, including harassment, vandalism, assault, theft and other criminal behavior.

- While every person on our streets runs a certain risk, women, elderly, persons with disabilities, visible minorities, and the LGBT community run far greater risks than say, a middle class white male.
- Women, elderly, persons with disabilities, visible minorities and the LGBT community make up a substantial majority in our society.
- Actual experiences and the fear of such, intimidate and limit the democratic right to the city of the majority of our population.
- Minimizing opportunity for interpersonal crime is therefore as much a responsibility of street design guidelines as safe flow of traffic and aesthetics.

How does this relate to street design?

Toronto's METRAC, through its Safety Audit, has developed globally acclaimed and applied safety criteria. ***Safe Cities, Guidelines for Planning, Design and Management*** by G. Wekerle and C. Whitzman, (1995, VanNostrand) further develops the METRAC criteria. In May 1997, Toronto City Council adopted the ***Safer City Guidelines***, making Toronto a global leader in addressing gendered safety issues. TWCA has learned that the Safer City Guidelines have been provided to the Complete Streets Team. Safety criteria highlighted in these documents include:

Lighting - yes, at the meeting we were told that lighting was accepted as important; in terms of inter-personal safety, however, lighting means being able to

identify a face at a distance of 15 m.

Sightlines – sharp corners, drops in grade, bulky street furniture, landscaping all limit sight lines and can be avoided or mitigated because they allow for opportunities of crime and cause fear.

Entrapment Spots - fenced in or landscaped dead-end spots can occur along streets and pose an opportunity for an assailant to hide or stalk a victim.

Movement Predictors – such as pedestrian tunnels, bridges or passages with only one exit need to be minimized, monitored and where possible animated.

Visibility by Others – high solid railings, walls, landscape barriers, grade separation, high car speed, advertising covering the sides of bus shelters, and a lack of sitting opportunities along roads all limit visibility by others and the sense that assistance or witnesses are available.

Land Use Mix – while beyond the scope of this project, the type, scale, grain and design of adjacent land uses greatly affects the amount of “eyes on the street” and street life and can thus enhance the comfort and sense of safety, especially of women.

Activity Generators – sitting arrangements or use of extra space that encourages informal socializing, cultural programming or information gathering provide a sense of comfort and safety.

Sense of Ownership/Territoriality - quality, aesthetics and maintenance of public streets promote civic pride and orderly behavior (i.e. garbage containers, planters). Neglect and unattractive streets provoke hostile behavior.

Finding Help – Signage and Other Information – clarity, continuity of street signage, indication where assistance can be obtained, the working order of such devices, and “eyes on the street” are all important parts of street design and interpersonal as well as general safety.

Time of day, and weather - add a further dimension to these criteria and require consideration.

Care Giving is another aspect of the gender lens:

Sidewalk width and grade - need to allow for caregivers - mostly mothers - with strollers, often with an additional child, shopping bags, or buggies. Vienna complements stairs with ramps on either side to allow for caregivers to push baby carriages or wheelchairs up and down. Bicycles too can use these ramps.

The aging population – most of them women, need adequate timing of intersection cross lights to ensure safe crossing. They also enjoy street furniture that allows for comfortable resting. Caregivers with children and people with disabilities also benefit from such considerations.

Publicly accessible washrooms - are another important mobility factor for elderly, people with certain medical conditions, women during pregnancy. We have been

told that there is a public washroom under Queen and Spadina – unfortunately it has been paved over.

Women are particularly vulnerable to harassment and their everyday experiences and fears using city streets must be considered in any design process, especially one that claims to make the experiences of the "vulnerable user" a priority. We trust that you will circulate the above substantiation and elaboration to the Complete Streets Team. We also hope staff are applying the Safer City Guidelines. Considerable time, research, commitment and experiences are being contributed by unpaid volunteers which should be respected and appreciated by paid staff.

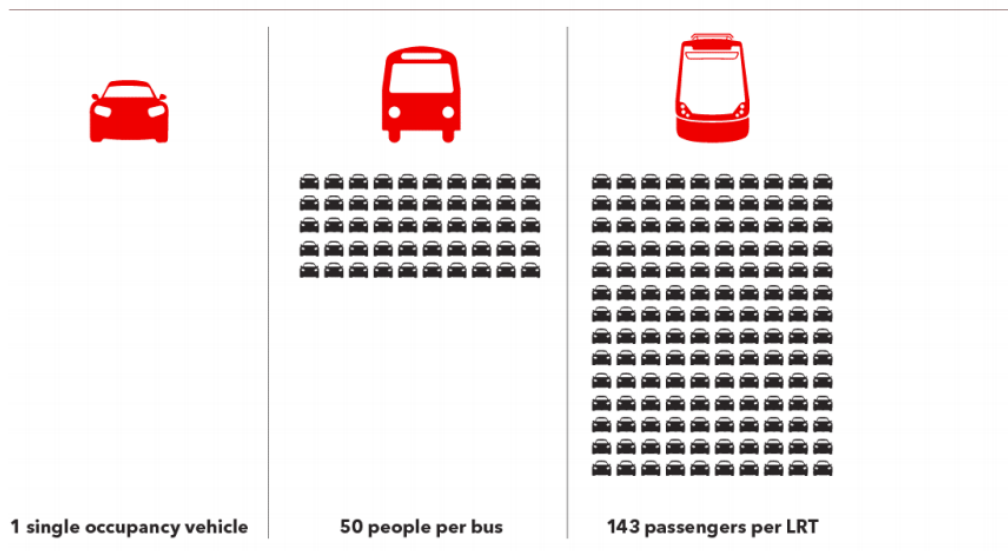
Reggie Modlich,
on behalf of the Planning Team,
Toronto Women's City Alliance

Hi all,

I also meant to say this in the meeting. Have you considered putting images of people below the different vehicles instead of cars in the image below? Or perhaps renaming the slide to say something about less cars on the road depending on the transit vehicle type (a bus replaces 50 cars/Single Occupancy Vehicles, a street car replaces 143 cars/SOVs)? Or reducing congestion? The title is person capacity but the image shows number of SOVs a transit vehicle replaces. I think both forms of that slide are valid so it is just choosing what to emphasize. I feel like it would be clearer if you emphasized one or the other (I like the replacing car angle so I would just tweak the title). Just a thought!

Thanks! Jen

MODE PRIORITY: PERSON CAPACITY



source: Metrolinx, TTC

Notes:

- Complete streets should be about providing safe road conditions for all road users and especially vulnerable road users.
- The guidelines as they're currently articulated are not. Instead, the guiding principles are grouped into "Streets for People" "Streets as Places" and "Streets for Prosperity". Safety is included in the people pillar.
- We provided this feedback to them, which they note in their presentation, yet there is little change in the guiding principles.
- The implication here is that the Complete Streets Guidelines carry little to no intent. It's like a recipe book when we need a chef
- The guidelines add very little in this area. Buckley has begun adjusting curb radii and lane widths. These guidelines could hypothetically harm the drive for safe streets by slowing the new forces within Transportation Services down
- I was hoping that the guidelines would be a parallel way to create safe cycling conditions where the cycling network plan is silent.
- Here's an example: Midland is in the new cycling network plan whereas Vic Park is not. Vic Park is up for reconstruction in a few years. When I pushed the consultants & Adam Popper on how the guidelines would enable meaningful change on Vic Park they said that they wouldn't help us get bike lanes, but would help create wider curb lanes and better curb radii. I pushed back saying that these changes are already happening. The guidelines are just repackaging it.
- Safety should be the number one principle. Period. Instead, this is the new dumping groups for every type of project and thematic area that is otherwise orphaned (ie. placemaking etc)
- Directives should be moved up to the start of the guide.
- I'm currently caught between moderate opposition and full scale rejection of their work. I told Adam and the consultants at the end of the meeting that we might very well have to depute against them at PWIC in June.

--

Jared Kolb

Executive Director

Cycle Toronto

@ Centre for Social Innovation - Annex

720 Bathurst St, Suite 307

Toronto, ON M5S 2R4

t. [416.644.7188](tel:416.644.7188)

www.cycleto.ca/join

safe streets, a healthy city, a vibrant voice

Hi all,

Thanks for the great update on the complete streets work the other night. Here are a few pieces of feedback from me:

- In discussing personal safety in street and public space design I'd encourage you to reference **Crime Prevention Through Environmental Design** <http://cptedontario.ca/> if you haven't already. I haven't been as involved in Ontario, but I know when I worked in Nova Scotia, there were certain police officers trained in CPTED principals and would perform audits of areas to help improve safety. I cannot say if it is 'perfect' as a solution but I think it would be a good place to start.
- I'd also like to recommend the final Complete Street Guidelines at least make a nod to **street murals** as an aspect of the PLACE matrix possibilities/design recommendations (your Place/Link interplay). There is growing evidence that street murals (when used on local/residential streets) decrease speeds, improve community sense of safety and interconnection, recognize the road as a public space, etc. And recently, Toronto Council has voted unanimously to support four pilot projects in Toronto:
 - Here are some links to the examples and research I've come across:

-<http://www.toronto.ca/legdocs/mmis/2016/pw/comm/communicationfile-58509.pdf>

-See attached Ottawa example and here: <http://ottawa.ca/en/city-hall/get-know-your-city/improving-your-neighbourhood/project-gallery>

-I've been told Leigh Sherkin in Transportation Services has traffic studies on street murals from outside Toronto as well

-Portland Oregon:

<http://www.theguardian.com/travel/gallery/2013/may/28/portland-usa-street-art> and

<https://www.portlandoregon.gov/transportation/67083> and

http://www.oregonlive.com/multimedia/index.ssf/2014/08/portland_1oves_its_painted_str.html

-Vancouver: <http://vancouver.ca/streets-transportation/how-you-can-help-create-public-space.aspx>

-Halifax: <http://www.halifax.ca/culture/CommunityArts/Placemaking.php>

-Kitchener: <http://www.cbc.ca/news/canada/kitchener-waterloo/street-art->

[aims-to-slow-traffic-in-kitchener-s-mount-hope-neighbourhood-1.3161061](#)

- In your design directive section please include action verbs – such as PRIORITIZE vulnerable road users. Otherwise, all it does is describe peds and cyclists as vulnerable but doesn't say what to do about it. And I would agree that it would be useful to at least suggest a hierarchy as peds (including children, elderly, etc.) could be intimidated/hurt by cyclists as well as motorized vehicles.
- Please ensure your language is clear – when people say vehicle, they often include bikes in that – so say motorized if that is what you mean. Perhaps a definition section is needed if you don't already have one. The Highway Traffic Act defines Vehicle as: “vehicle” includes a motor vehicle, trailer, traction engine, farm tractor, road-building machine, bicycle and any vehicle drawn, propelled or driven by any kind of power, including muscular power, but does not include a motorized snow vehicle or a street car; (“véhicule”) <https://www.ontario.ca/laws/statute/90h08>

Thanks!

Jen

Jennifer McGowan

School Travel Advisor, Smart Commute, Planning & Policy

Metrolinx | 97 Front Street West | Toronto | Ontario | M5J 1E6

T: 416-202-5951 | [smartcommute.ca](https://www.smartcommute.ca)



Neighbourhood Connection Office Street Painting Pilot Presentation to Special Events

April 15, 2015
Norma Strachan



Transforming “Space into Place”

- Community engagement and involvement
- Clean, safe, beautiful neighbourhoods
- Traffic Calming



2014 Process

- Location Approval
- Materials and Design Approval
- Community and Councillor Support
- Final Approval
- Special event/road closure permit
- Maintenance



Locations

- Streets or intersections with less than 2,500 cars per day
- No highways, arterial or collector streets
- No streets with scheduled improvements in the next year (ex. resurfacing or utility upgrades)
- No streets with bus routes will be considered





Location Approval

| City of Ottawa Stakeholder | Request | Contact |
|----------------------------|---|--|
| Planning | Review proposed locations, confirm local residential street, and traffic counts | Bob Streicher, Prg Mgr, Area Traffic Mgmt |
| Public Works | Review proposed locations and identify upcoming traffic counts | Kerry-Lynn Mohr Specialist, Traffic Assessment |
| Infrastructure | Review proposed locations and provide road resurfacing and renewal schedules | Doug Rathwell Road Renewal |
| | Review proposed locations and provide utilities schedule | Erin Purdy Utility Coord Administrator |
| Planning | Notification of road closure | Jacques Potvin or Pertrina Bonia |



Design

- Free of words, traffic symbols and pedestrian crossings in the design
- No designs that alter driver's perceptions about the road and cause safety concerns (ex. visual narrowing of the road) will be considered
- No trademarked symbols, logos or advertisements.
- No tags are permitted in the artwork
- No inappropriate or controversial images





Design Approval

| City of Ottawa Stakeholder | Request | Contact |
|--------------------------------|--|---|
| Planning | Review proposed design, and confirm that it does not resemble traffic markings, and it would not result in driver, cyclist, pedestrian confusion | Bob Streicher, Prg Mgr, Area Traffic Mgmt |
| Public Works | Review proposed design, and confirm that it does not resemble traffic markings, and it would not result in driver, cyclist, pedestrian confusion | Kerry-Lynn Mohr Specialist, Traffic Assessment |
| Parks, Rec, and Culture | Review proposed design provide comment on whether or not there are any considerations of significance | Sandra Mirabelli Prg Coord, Community Arts |
| | | |





Site Plan

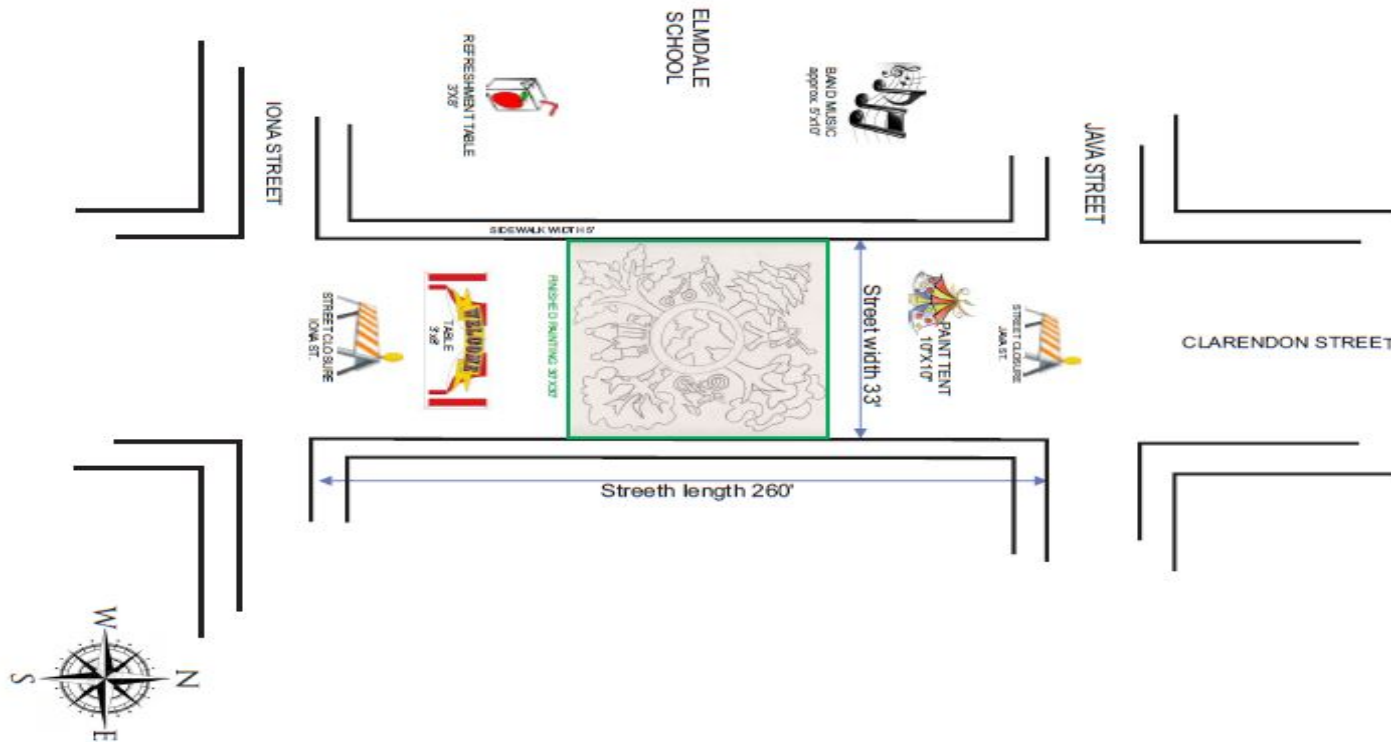
The plan must be legible, drawn to scale and contain the following information:

- Streets names
- Location of all temporary and permanent structures including sidewalks
- Painting design in relation to curbs including unpainted buffer zones with related measurements to the curb
- Location of barricades, painting supplies, tents, tables, chairs or objects proposed for painting day
- Any closures or roadway impacts is required
- Location of Command Post, Medical/First Aid Stations (if applicable), Emergency Vehicle Access Points and all Exits



Site Plan/Design

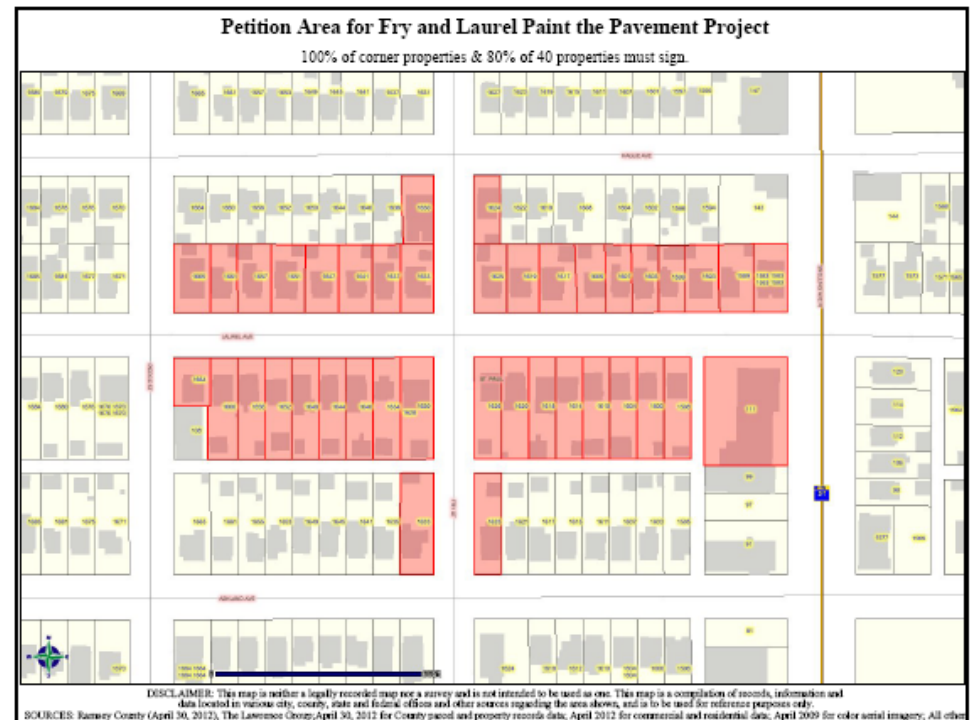
Art on the Street Site Plan



Community Approval

Design must be approved and supported by

- 60% of Land owners adjacent to intersection





Other Requirements

- Councillor Letter of Support
- Special Event/Road Closure Permit
 - insurance
 - emergency plan
- Final Approval



Once completed - FYI

| Stakeholder | Request | Contact |
|-----------------------|---|--|
| Infrastructure | FYI when location and design has been approved in case Ermis receives questions re Signs on City Roads By-law No 2003-520. No need to review proposed location or design. | Ermis Durofil Prg Mgr, Bylaws, Permits & Inspections |
| | FYI when location and design has been approved in case Greg receives questions re signs. No need to review proposed location or design. | Greg Davis Municipal Address / Sign Officer |
| | FYI when location and design has been approved in case Johannes receives questions. Proposed location is within the City Road Allowance and may be damaged by the PW ops (snow removal, street sweeping, etc). | Johannes Honshorst Officer, Infrastructure Approvals |





Maintenance and Follow up

- Notification to departmental staff
- NEW: notify Linda Carkner
- Snow removal?





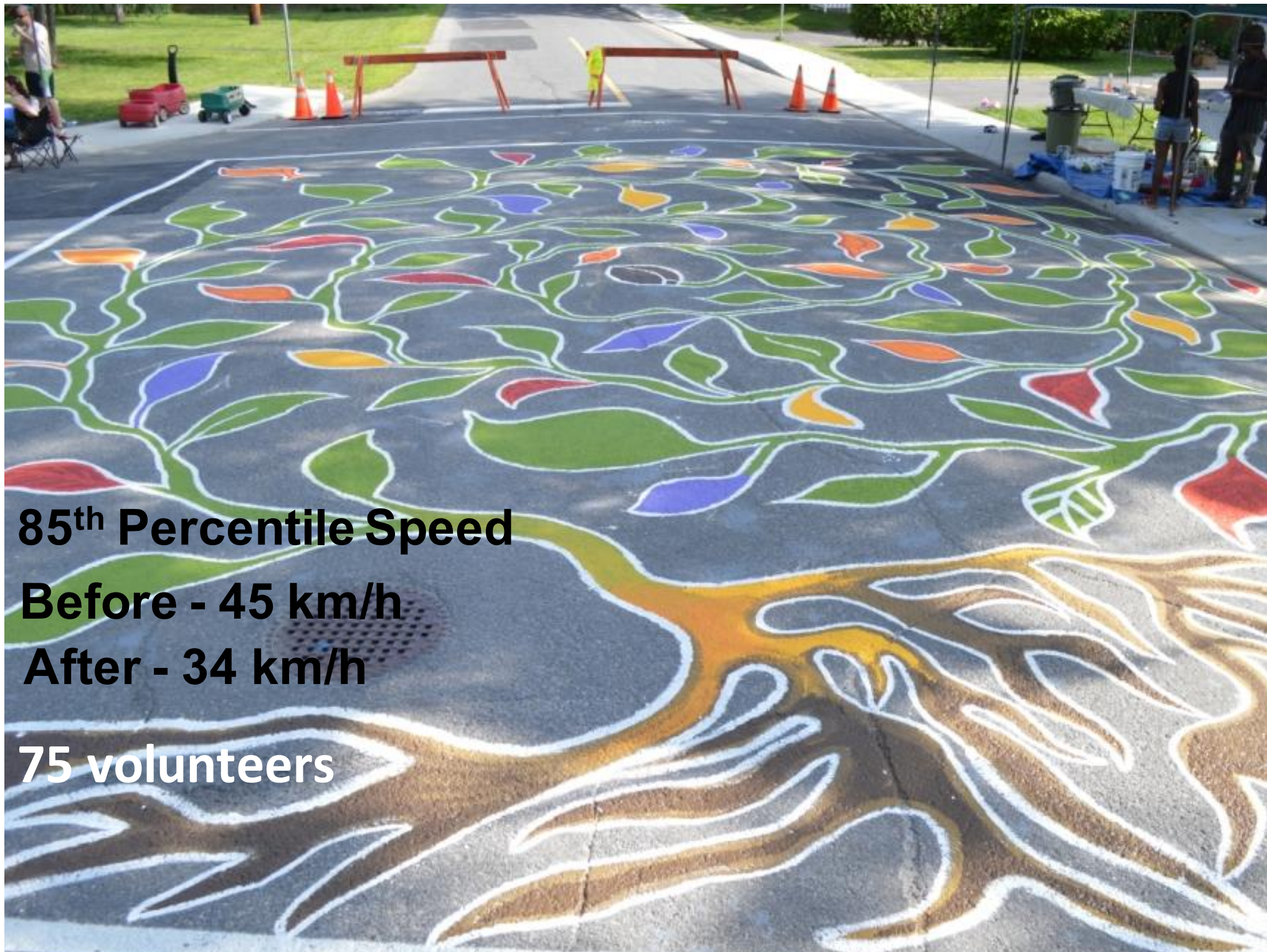
Street Painting Pilots





100+ volunteers

85th Percentile Speed
Before - 40 km/h
After - 36 km/h



85th Percentile Speed

Before - 45 km/h

After - 34 km/h

75 volunteers



School staff initiative



What the NCO has learned

- No incidents or safety concerns
- Very popular with the community and the media
- Traffic paint should be a requirement
- Application process required a significant amount of community capacity
- Some requirements in the application were similar to permit requirements - consolidate
- Following up with City departments re: maintenance is key
- Strike a balance between what is required by the community and the temporary nature of the project – client service excellence



Moving forward

- Can we streamline internal processing to align with Special Events requirements?



Next Steps

