
COMPLETE STREETS GUIDELINES PROJECT

ENGAGEMENT SUMMARY REPORT – 2014-2016



December 2016

This report represents a collaboration between the City of Toronto's Transportation Services Division and Public Consultation Unit, as well as Swerhun Facilitation.

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1.0 Executive Summary

On May 6, 2014, Toronto City Council directed City staff to develop Complete Streets Guidelines, including the engagement of stakeholders and the public. Since that time, project engagement involved broad outreach until October 2016. The process was focused on engaging diverse stakeholder organizations representing a range of interests and expertise. The process was also designed to obtain input, grow awareness, and build public support for complete streets.

To do so, City Staff and their consultants engaged over 450 City and Agency staff from nearly 20 lead and 10 additional Divisions/Agencies, right from project outset. A project launch event, street tours, and five workshops were designed to enhance mutual understanding and collaboration between different groups who are responsible for, and interested in, the future of Toronto's streets. City and Agency Staff have broad and deep experience in street planning, design and management, and provided expert advice, including a detailed review of the Complete Streets Guidelines final draft.

To make sure all external stakeholders had the opportunity to collaborate on the development of the Complete Streets Guidelines, more than 80 external stakeholders group with a mandate relevant to streets were invited to participate. 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 the project's direction, and many provided detailed input on the Guidelines' final draft. Three City Advisory Bodies – the Disability, Access and Inclusion Committee, the Design Review Panel and the Toronto Planning Review Panel – also provided crucial advice to staff and consultants. Together, these external stakeholder and advisory groups remain advocates for the complete streets design approach, and encourage the City to continue to involve the public and stakeholders in street design projects.

The Project Team also reached thousands people across Toronto through events, 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, including a youth category.

In total, engagement and consultation on the Complete Streets Guidelines included more than 40 distinct activities for stakeholders and the public input between 2014 and 2016. Detailed comments from all activities were considered throughout the project and steered both content and the process. From all audiences, the City received general support for the Complete Streets Guidelines' Goals. Of the more than 750 comments on the draft Guidelines, participants said that the Guidelines would be useful in helping to create unique and beautiful environments, and that they would promote a range of mobility choices.

We are pleased to present this summary of the Complete Streets Guidelines engagement activities. In addition, all public and external stakeholder engagement is documented at www.toronto.ca/completestreets, and linked throughout this document.

2.0 Introduction

On May 6, 2014, Toronto City Council [directed](#) Transportation Services, together with City Planning, to develop Complete Streets Guidelines using an integrated approach. City staff and consultants (led by DTAH and Swerhun Facilitation), implemented an open, widespread and thorough engagement process in support of project goals.

Project engagement included broad outreach to all relevant City Divisions and Agencies, external stakeholders and the general public from October 2014 and October 2016. This report is a summary of all engagement activities that contributed to the development of the Complete Streets Guidelines, or Project Goals 1. – 4., and Project Phases 1. & 2. (see below).

Prior to the Complete Streets Guidelines project, The City of Toronto engaged stakeholders and the public on updates to the Official Plan's transportation policies. This process was called [Feeling Congested?](#). The engagement effort included thousands of interactions with the public and stakeholders, and [resulted](#) in Official Plan amendments. Toronto City Council adopted these amendments in August 2014, including the complete streets approach. The Official Plan amendments underpin the Complete Streets Guidelines vision and goals.

2.1 Project Goals

The City Toronto initiated the complete streets project to do five key things¹:

1. Review City street planning, designs and guidelines, and compare them with international best practices.
2. Create a comprehensive and consolidated Complete Streets Guidelines document that reflects best practices.
3. Undertake internal and external stakeholder engagement throughout the project, as well as public engagement and communications to grow awareness, obtain input, and build support for complete streets.
4. Institute an improved internal decision-making process for how the City plans, designs, and constructs its streets, including consideration of trade-offs for different street contexts, as well as operations and maintenance.
5. Develop and execute an implementation plan that includes directions for: a staff-training program, funding, performance monitoring, engineering construction drawings, implications for operations and maintenance, and potential demonstration projects.

2.2 Project Phases

The Complete Streets Guidelines project is proceeding in three phases:

Project Phases	Timeline
1. Initiate project and scan existing policies and documents	2014-2015
2. Develop the Complete Streets Guidelines	2015-2016
3. Implement the Guidelines and train all relevant stakeholders	2017 & beyond

Table 1 Project Phases and Timelines

This report documents the engagement activities for Phase 1 and Phase 2 of the Guidelines project.

¹ Project Chapter.

3.0 Engagement Approach

The Project's engagement approach broadly involved all relevant stakeholders and the public in the development of the Complete Streets Guidelines. The purpose was to build internal and external stakeholder understanding and support for complete streets, and to set the stage for successful implementation through inclusive engagement. The approach was multi-faceted and included meetings for organizations, the public, as well as various online methods. The engagement approach follows from the project's engagement objectives and guiding principles established in the project charter and engagement plan.

3.1 Engagement Objectives

The project's engagement objectives were to:

- **Foster cross-divisional and cross-organizational collaboration** in street planning, design, and management;
- **Identify challenges and opportunities** to the planning, design, construction and management of complete streets;
- **Generate input and buy-in for the Complete Streets Guidelines** among City divisions, ABCs, and other organizations who share responsibility over streets;
- **Solicit, collect and analyze input** from staff, the public and stakeholders, and official advisory bodies, on the complete streets vision, goals and design principles, to inform the development of the Guidelines and implementation;
- **Use effective and innovative methods** to solicit input, including not only traditional public open house meetings, but also online/social media tools; and,
- **Promote the benefits of a complete streets design approach.**

3.2 Engagement Guiding Principles

The engagement approach and activities was guided by the following principles:

- **Openness and Inclusivity:** All members of the public and relevant internal and external stakeholder groups can participate. All engagement and communications activities and materials meet accessibility requirements.
- **Accountability:** All audiences, including the City, are accountable to each other by providing accurate, timely information through the engagement process.
- **Informative and Clear:** Strive to clarify which decisions are open for influence, which ones are not, and what the roles of the project's different audiences are. Provide useful information to foster understanding, while seeking input and support.
- **Timeliness:** Engagement begins as early as possible to allow a greater range of opportunities and issues to emerge, and to raise the chances of successful resolution and implementation.
- **Flexibility:** The engagement process accommodates the needs of different stakeholder groups, taking into account different approval processes, and information formats.
- **Coordination:** The engagement process connects and coordinates with any other relevant concurrent consultation process.
- **Integrated and Relevant:** The engagement and consultation outputs integrate with the Guidelines development and relevant to the key areas related to the Guidelines content and implementation.

3.3 Engaging Different Audiences

Four primary audiences were engaged, consulted, and responded to:

1. **Internal Stakeholders**, including City and Agency staff with responsibility for, or interest in, street planning and design.
2. **City Advisory Bodies**, especially those with an official advisory capacity, as delegated by City Council, or with a mandate to advise staff on City projects.
3. **External Stakeholders**, include representatives of a broad range of organizations that impact Toronto's streets and vice versa, and/or are involved in planning, design, construction, and management (i.e. operations and maintenance) of Toronto's streets.
4. **General Public**, who use and experience streets.

The Complete Streets Guidelines contain a mid-level of detail between general policy and technical details on street design. The engagement approach, therefore, was segmented by audience to inform the development of the vision and goals, as well as engaging subject matter experts on topic-specific content. From all audiences we sought input on the draft complete streets goals, and the approach to considering context and street types. Stakeholders, also provided input on the design process, and topics related to their areas of expertise and experience.

The following summarises these four audience groups. The engagement activities and the feedback received for these audiences can be found in section 4.0 of this report.

3.3.1 Internal Stakeholders

The **Technical Advisory Committee (TAC)** was comprised of senior-level staff from divisions and agencies that use, impact, or have interest in street design, as well as practitioners who will use the Guidelines. The TAC was responsible for providing subject matter expertise and advice, and communicating project goals and progress within their respective divisions/agencies. Some 19 divisions, agencies and organizations were represented on the TAC including:

- Build Toronto
- City Planning – all Districts & Sections
- Economic Development and Culture
- Engineering and Construction Services
- Environment and Energy
- Equity, Diversity & Human Rights
- Fire Services
- Metrolinx
- Municipal Licencing and Standards
- Parks, Forestry and Recreation
- Solid Waste Management Services
- Toronto Hydro
- Toronto Paramedic Services
- Toronto Parking Authority
- Toronto Police
- Toronto Public Health
- Toronto Transit Commission
- Toronto Water
- Transportation Services – all Districts & Sections

In addition to the TAC, the project included engagement of the **Toronto Public Utilities Coordinating Committee (TPUCC)**. TPUCC is made up of both public and private utility representatives engaged in the public right-of-way. Due to their expertise and experience, they were included as an "internal" stakeholder, even though they are made up of both internal and external stakeholders. In addition to

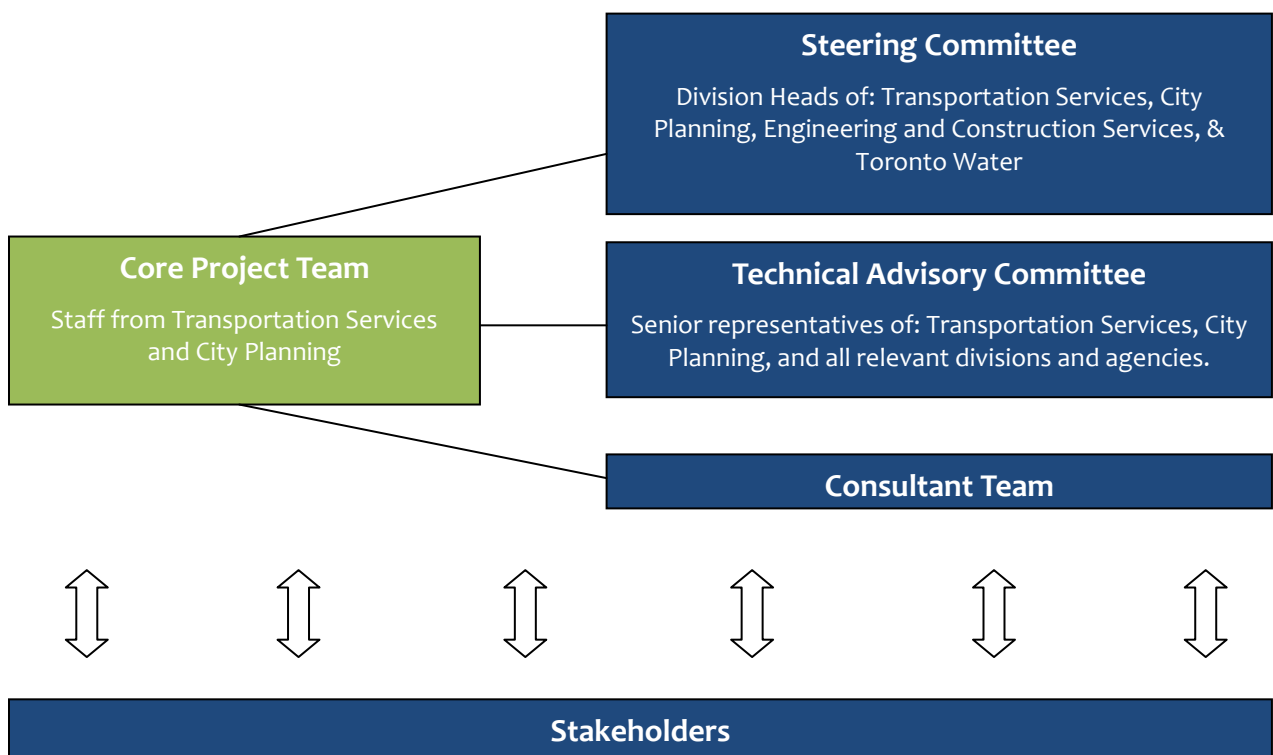
providing feedback through the TPUCC, private utilities were invited to participate in the external Stakeholder Advisory Group.

The **Core Project Team** was comprised of key staff from Transportation Services and City Planning who led the day-to-day aspects of the project. This included coordinating engagement activities with consultants, the City's Public Consultation Unit, and other engagement practitioners.

The **Steering Committee** is comprised of division heads from City Planning, Transportation Services, Toronto Water, and Engineering and Construction Services. This committee is responsible for approving project direction and content, leading project communications and change management, overseeing and approving budget and staff resource requirements, and providing subject matter expertise.

Project Governance Structure

The chart below describes how the Core Project Team acts as the conduit between the Steering Committee, Technical Advisory Committee, and Consultant Team, and how external stakeholders feed into both the Core Project Team and The Consultants.



3.3.2 City Advisory Bodies

Disability, Access and Inclusion Advisory Committee

The [Disability, Access and Inclusion Advisory Committee](#) provides advice to City Council on the elimination of barriers faced by people with disabilities and acts as a liaison with external bodies on barriers to participation in public life and to the achievement of social, cultural and economic well-being of people with disabilities.

Design Review Panel (DRP)

The [Design Review Panel](#) is comprised of private sector design professionals – architects, landscape architects, urban designers and engineers – who provide independent, objective advice to City staff aimed at improving matters of design that affect the public realm.

Toronto Planning Review Panel (TPRP)

The [TPRP](#) is a way for residents to become engaged in city planning processes. The 28 members of the TPRP were selected through a randomized process known as a Civic Lottery. Randomly selected households in Toronto received invitations to volunteer to be part of the Panel for a two-year term. This randomized process helped ensure that the members of the TPRP represent the diversity of Toronto's population, while broadening engagement by bringing new voices into the planning process.

3.3.3 External Stakeholders

Stakeholders external to the City of Toronto were engaged primarily through the Stakeholder Advisory Group (SAG). The SAG was established to provide advice and feedback to the Project Team at key points in the development of the Complete Streets Guidelines. The SAG included representatives of a broad range of organizations that impact or have an interest in Toronto's streets. Many remain involved in planning, design, construction, and management of Toronto's streets.

Over 80 groups representing a citywide street design interests were invited to participate in the SAG. Included in the invitation were the 16 stakeholder groups engaged to advise on the [project scoping report](#), as well 13 additional groups that City Council [directed](#) staff to be included. Additional groups were invited to participate in the SAG, and a full list of invitees, members and participants can be found [here](#). The SAG's [Terms of Reference](#) includes their membership criteria, roles and responsibilities and other information.

The following organizations participated as members of the SAG:

- 8-80 Cities
- Active and Safe Routes to School (Green Communities Canada)
- Alliance for Equality for Blind Canadians (AEBC)
- Architecture for Humanity
- Building, Industry, and Land Development (BILD)
- Canada Post
- Canadian Automobile Association (CAA)
- City of Mississauga –Transportation Works Department
- CNIB
- Code Red TO
- Cycle Toronto

- David Suzuki Foundation
- Green Communities Canada
- Harbord Village Residents Association
- Heritage Toronto
- Metrolinx
- Metropolitan Action Committee on Violence Against Women and Children (METRAC)
- Municipal Urban Designers Roundtable (MUDR)
- North American Native Plant Society
- Ontario Association of Landscape Architects (OALA)
- Ontario Traffic Council
- Park People
- Public Space Workshop
- Share the Road Coalition
- The Laneway Project
- Toronto and Region Conservation Authority (TRCA)
- Toronto Association of BIAs (TABIA)
- Toronto Atmospheric Fund (TAF)
- Toronto Centre for Active Transportation (TCAT)
- Toronto Electric Riders Association (TERA)
- Toronto Skateboarding Committee
- Toronto Society of Architects
- Toronto Women's City Alliance
- TTC Riders
- Urban+Digital
- Walk Toronto
- Wellesley Institute

3.3.4 General Public

The Project Team engaged the public to educate and receive input on the development of the Complete Street Guidelines. This approach recognized that Torontonians have a wide range of understanding on how streets are planned, designed, built and managed. The public was engaged both in person and online following the objectives and engagement principles stated above.

4.0 Engagement Activities and Feedback Received

This section summarises the activities and feedback received for each of the four types of stakeholders, and the engagement methods employed: Internal Stakeholders (4.1), City Advisory Bodies (4.2), External Stakeholder (4.3), and the General Public (4.4).

Engagement Activities Timeline		
Stakeholder Group	Activity	Date
Internal	Staff Symposium and Project Launch	Oct 7, 2014
Internal	TAC Street Tours and Workshop	Oct 28, 2014
Internal	Meeting with City of Toronto Engineers	Oct 29, 2014
Internal	Meeting with Staff Involved in Street Typologies	Nov 21, 2014
Internal	Meeting on Environmental Assessments Process	Dec 11, 2014
Internal	Meeting with Economic Development & Toronto Parking Authority	Dec 12, 2014
Internal	Meeting with Emergency Services	Dec 12, 2014
Internal	TAC Workshop	Jan 21, 2015
Internal	Meeting with Toronto Transit Commission	Jan 22, 2015
Internal	Transportation Services Safety & Mobility Committee	Jan 22, 2015
Internal	Meeting with the Toronto Public Utilities Coordinating Committee	Feb 4, 2015
Internal	Transportation Services Safety & Mobility Committee	Feb 13, 2015
Internal	TAC Workshop	Mar 23, 2015
External	SAG Workshop	Mar 23, 2015
Internal	Steering Committee Meeting	Mar 24, 2015
Internal	Meeting with Staff Involved in the Eglinton Connects EA & Project	Apr 8, 2015
Internal	Meeting with Staff Involved in the Six Points EA & Project	Apr 22, 2015
Public	Jane's Walk	May 2, 2015
Internal	TAC Workshop	May 27, 2015
External	SAG Workshop	Jun 1, 2015
Internal	Steering Committee Meeting	Jun 2, 2015
Public	A Public Open House and Workshop	Jun 18, 2015
Public	Walking Conversations	Jun 20, 2015
Public	Online Survey	Jun-Jul, 2015
Public	Planners in Public Spaces	Jun-Aug, 2015
Public	Photo Contest	Oct '15-Oct '16
Advisory Body	Disability Access and Inclusion Advisory Committee	October 27, 2015
Public	YIMBY Festival	Oct 31, 2015
Internal	Small Team Content Development Workshops	Oct 30-Dec 18, 2015
Internal	TAC Workshop	Feb 11, 2016
External	SAG Workshop	Feb 23, 2016
Advisory Body	Design Review Panel	Mar 10, 2016
Advisory Body	Planning Review Panel	Apr 2, 2016
Internal	Strategic Core Team Meeting	Apr 4, 2016
Internal	Safety & Mobility Engineering Sub-Committee	Apr 6, 2016
Public	Jane's Walks/Bikes	May 7-8, 2016
Internal	Strategic Core Team Meetings	Jun 15, 2016
Internal & External	Circulation of the Complete Streets Guidelines	Sep 13-28 2016
Internal	Steering Committee Meeting	Sep 20, 2016
Internal	Strategic Core Team Meeting	Oct 26, 2016
Internal & External	750+ comments were reviewed by TS staff	Sep 28-Oct 28, 2016
External	SAG Workshop	Sep 20, 2016
Internal	Transportation Services Directors	Sep 23, 2016

Table 2 Project Engagement Activities and Timeline

4.1 Internal Stakeholders Engagement Activities and Feedback

Internal stakeholder engagement took four main forms:

1. group meetings and workshops, including the project launch and street tours with the TAC;
2. individual meetings with key internal and technical stakeholders;
3. coordination on concurrent projects; and,
4. Complete Streets Guidelines draft circulation to the TAC.

4.1.1 Technical Advisory Committee Events

Staff Symposium and Project Launch

On October 7, 2014, the City of Toronto hosted a symposium to discuss the City's development of the Complete Streets Guidelines. Multiple staff from all relevant City Divisions or Agencies attended the symposium. This included senior management from Transportation Services, Toronto Transit Commission, Engineering and Construction Services, Toronto Water, Toronto Public Health, and City Planning and others. Many of the staff in attendance became part of the TAC and Steering Committee.

The meeting began with presentations to set the stage for the project from Jennifer Keesmaat (Chief Planner) and Stephen Buckley (General Manager – Transportation Services). Dr. Jeanette Montufar, Professor in Civil Engineering at the University of Manitoba and Principal of MORR Transportation Consulting, gave a guest presentation. The consulting team introduced themselves and their experience and approach in developing complete streets and guidelines. Table discussions took place guided by the question: *What do you need to make complete streets a success?* Each table formulated a question to ask a panel of senior management. The panelists participated in a moderated discussion informed by questions collected from the table discussions.

These **key themes** emerged from the table discussions and the moderated panel discussion:

- Participants expressed a **strong desire to work collaboratively with different divisions, groups and professions** to develop and implement the Guidelines.
- The Guidelines should be a **living document and be flexible to different contexts**.
- There needs to be a good **understanding of budget / funding options** to implement the Guidelines.
- **Different divisions, various stakeholders, and the public should be engaged** early and throughout the development and implementation of the Guidelines.
- **The Complete Streets Guidelines need to consider and balance a number of priorities, including:** transportation, public transit, engineering and construction, water, public health, environment and energy, policies, and implementation.



Discussing complete streets at the October 7, 2014 Staff Symposium and Project Launch

TAC Workshops

The Complete Streets Guidelines Technical Advisory Committee (TAC) included broad representation from 19 City Divisions and agencies, and met five times throughout the project.

Technical Advisory Committee Workshop #1 October 28, 2014 – The focus of the first TAC workshop was to tour selected streets to help build a common understanding of the existing process on how streets are scoped, planned, designed, engineered, constructed and maintained in Toronto.



Photos from the TAC tours and workshop #1

The **key messages** resulted from the workshop were:

- **The concept of “complete streets” is not yet well understood.** Toronto has recently developed some excellent "complete" streets by international standards, but not all are stakeholders are always satisfied with the results.
- **Networks are important.** Not every street is going to be perfect for every mode or user due to space limitations, but connected networks are important if people are going to have a choice of how they get around.
- **Current processes and procedures are not sufficient.** Despite the best of intentions, projects sometimes fall short of expectations.
- **Improving safety, by designing for safe speeds, is vital.** Placemaking, beauty and sustainability are also very important considerations in design.
- **Many types of streets in Toronto have more than one solution.** Toronto's approach to complete streets needs to take context sensitivity seriously. There are many unique locations and streets in Toronto that may require flexibility from the standard.

Technical Advisory Committee Workshop #2 – January 21, 2015

The Best Practices Review and Gap Analysis work was presented, as well as some initial thoughts on the Guidelines content based on the findings of these studies. The team also discussed a proposed approach to defining street contexts.

Some **key points** that came out of this workshop are:

- **The Toronto Complete Streets Guidelines should be aspirational, strive to be the “best of the best,” and be based on a set of values.** Advice included creating a set of collective goals and values to guide complete streets, developing strategies to update the Guidelines as a living document, so designers can connect mode priorities and context-sensitive issues to the goals.
- **Setting out a clear decision-making process is essential.** The Guidelines need to address challenges related to competing priorities, and they need provide “tie breaker” mechanisms to resolve conflicts when they occur.
- **Pedestrians should be a high priority.** Several TAC members noted that, unlike all other modes of transportation, accessible walking and movement is a human right. Others noted that pedestrians are the most vulnerable users and suggested their needs should always be met.
- **Generally, TAC members liked the matrix-based, "place" and "movement" approach to identifying street contexts.** While many generally felt the matrix-based approach was sensible, some felt it could do more to capture the complexity of Toronto’s streets, saying a two-dimensional matrix might over-simplify things. Others felt it could be simpler.
- **The Guidelines need to discuss performance measures,** especially around monitoring the success of complete streets projects.
- **Utilities should be included in the Guidelines.** Several TAC members emphasized the need to consider utilities as vital street use and as networks.

Technical Advisory Committee Workshop #3 – March 23, 2015

The purpose of the workshop was to update TAC members on the work done since the previous workshop and discuss: the Complete Streets vision and goals², an updated approach to street context, and a draft list of street types.

Some **key points** that came out of this workshop are:

1. **Generally, the street types are on the right track.** Generally, TAC members and practitioners thought the street types were on the right track. They suggested changing some of the names, adding new street types, and better differentiating within certain street types. Others felt the descriptions for the street types focused too much on street's movement roles than their placemaking roles.
2. **The vision and goals are generally right.** Most TAC members and practitioners agreed with the vision and goals. They suggested that there should be some revisions, including adding words to incorporate accessibility, equity, quality of design, and seasonality.
3. **It's still not clear how and where mode priority fits in.** TAC members need to know when and how mode priority relates to Complete Streets. Who defines mode priority, and what is its relationship to street context?
4. **There should be more guidance on how and when to use street types.** TAC members needed more info on using street types, such as whether they are about identifying existing conditions or future aspirations for a street. Some said the focus should be on aspirations.
5. **Explain how street context relates to transitions.** TAC members asked for clarification on how to deal with streets that transition from one street type to another. The same street might be one type for several blocks and then transition to another.



TAC members discussing Complete Streets Guidelines content.

² Through the process of developing the Complete Streets Guidelines, what became the "goals" started as "guiding principles." The latter was the term used throughout the early stages of engagement. "Guiding principles" shifted to "goals" for two reasons. First, to not confuse overall design goals with specific "design principles" that became part of each component (e.g. roadways, intersections, pedestrians, etc.) chapter in the Guidelines. Second, to simplify language and better connect to the "vision." Throughout this engagement summary document, "goals" will be used for the sake of simplicity and consistency with the final version of the Guidelines.

Technical Advisory Committee Workshop #4 – May 27, 2015

The purpose of the workshop was to review updates on the Complete Streets Guidelines table of contents, vision and goals, street types, and to discuss the project delivery process, and potential structure for street design components (e.g. for sidewalks, roadways and intersections) in the Guidelines.

The following are **the key points** that emerged during the meeting.

- **The goals are comprehensive and make sense.** Overall, participants liked the updated goals and suggested a handful of minor edits.
- **The street types questions make sense and require further discussion.** Most participants indicated they understood the purpose of street types and said they looked forward to discussing street types and their application in greater detail at the next TAC workshop.
- **Use language that encourages collaboration.** The word “trade-off” implies that results might be substandard for some street users, which could result in antagonistic processes. The goal of the Guidelines should be to achieve the best possible solution for a given context through collaboration.
- **The project delivery process diagram is too abstract and needs to better reflect existing processes,** such as brownfield projects, greenfield projects, Master Plans, various parts of EAs, small scale street projects, and large redevelopment projects.
- **Identify when the public should be consulted as part of the process.** Having the public and street users at the table at the right time is key to a successful project implementation.
- **The street components need more discussion and more details.** Participants generally liked the proposed structure for the street elements and were interested in discussing them in more detail.

Technical Advisory Committee Workshop #5 – February 11, 2016

The purpose of the workshop was to review updates on the Complete Streets Guidelines, including a focus on the guide as a whole, and to discuss streets types, design principles, decision making and street components.

The following are **the key points** that emerged during the meeting:

- **Generally, the purpose of street types is clear.** Participants offered some suggested refinements, including revisiting Civic Streets and Residential Streets, and identifying transit as a priority use.
- **The design principles are on the right track.** Many participants expressed support for safety as a linchpin for decision making. Suggested revisions included adding more principles to reinforce objectives around place-making and accessibility.
- **The steps to designing streets seem logical and could benefit from a more clearly defined process, similar to the Environmental Assessment process.** Some participants advised creating a mechanism to ensure a consistent, transparent approach to designing the streets.
- **Generally, the street components and the proposed level of guidance seem logical.** Some participants suggested adding more detail, as well as suggesting additional components to consider.
- **Ensure there is an opportunity for TAC members to review the document as a whole with a sufficient amount of review time.** To date, the TAC has only seen the draft Guidelines' various components in isolation to each other; it's crucial for TAC members to understand how these components fit and function together before the Guidelines are finalized.

See section 4.1.4 for a summary of the TAC's comments on the draft Complete Streets Guidelines.

4.1.2 Meetings with Key Technical Stakeholders

The project team met with key technical stakeholders throughout the project between October 29, 2014 and April 22, 2015 such as the TTC, Economic Development & Culture, Toronto Parking Authority, Emergency Services, and others including experts from City Planning and Transportation Services on street typologies, and recent street design projects (e.g. Eglinton Connects and Six Points Intersection Reconfiguration). These meetings were meant to better understand the current street design context inputs, the priorities for certain key stakeholders, and the lessons learned from recent "complete streets" design projects. Below are key points from these meetings.

Meeting with City of Toronto Engineers – October 29, 2014

- **Keeping people safe is the first priority for engineers**, but engineers sometimes differ on how to achieve this because the safety of one user may impact that of another. Lowering speeds increases design options.
- **Context matters.** The Complete Streets Guidelines should encourage professional judgement to deal with the contextual issues that arise with every project. One-size-fits-all will not work.
- **It's important for multiple disciplines as well as utilities to work together.** Engineers are responsible for what happens below the surface, which most people don't see, but they support vital public and private services like water and telecom.

Meeting with Staff Involved in Street Typologies – November 21, 2014

- **Three current City of Toronto policy inputs should contribute to the complete streets approach to street types:** the Official Plan, Road Classification System & Streetscape Manual.
- **The Official Plan distinguishes "major streets" from all others**, and has planned right-of-way widths for all major streets. The transit evaluation framework and network, and the cycling policy framework can help inform trade-offs on streets.
- **The Road Classification System is meant to be an orderly grouping of roads into systems according to the type and degree of service they provide to the public.** Key variables include motor vehicle speed and volume; other modes are dealt with only in general terms. All roads are mapped and the review process for reassigning classifications is lengthy. The RSP provides a mechanism to delegate authority, and allows for appropriate service levels to be applied, such as snow clearing.
- **The Streetscape Manual is an online policy implementation tool for the design of streetscapes** (from the curb to the building face) for the whole city. It is a guideline that includes a hierarchy for different types of streets and includes technical specifications and construction details. It applies a typology and mapping for more than 1300km (or 25%) of the City's street network. The manual applies to new developments, city capital projects, BIAs, Urban Forestry, and other streetscape projects.

Meeting on Environmental Assessments Process – December 11, 2014

- **There is a need to de-mystify the EA process.** Different EA classes for different levels of complexity.
- **Problem and opportunity statements should be clear and concise**, but are often quite long, which causes confusion and sometimes conflict.
- **There is opportunity to accommodate all street users in EA process**, and many of our recent "complete streets" projects in Toronto use the EA method.

- **Quality of data is important.** Currently vehicular data is better than other users. Multi-modal counts and performance measures would help.
- **Public and stakeholder consultation is a hallmark of the EA process.**
- **We can improve communications on who leads which aspects of EAs for different types of projects.**

Meeting with Economic Development & Culture Division & Toronto Parking Authority – December 12, 2014

- **Parking is currently a vital element of street space.** Removing or repurposing space for parking can be a challenge. Loading is also vital, but potentially undervalued as a curbside use.
- **Non-compliance is common** (e.g. double parking, parking during restricted times).
- **Curbside space is valuable and must be managed** to support local and corridor objectives.
- **Great streets add value to businesses and properties.**
- **Off-street parking is expensive** – both in opportunity cost and real cost of land and construction.

Meeting with Emergency Services – December 12, 2014

- **Emergency Services are supportive; eager to work toward solutions that create a safer city.**
- **Fire needs “minimum passable space”** on streets for its fire trucks, and should be at the table for all street projects.
- **Response times are key for emergency services** and are Council mandated. One way to achieve shorter response times is having more and smaller stations including denser city “storefront fire halls”. This would reduce the need for wider streets to accommodate large vehicles.
- **Fire and Paramedics rely on current and dynamic maps** showing construction, recent changes, congestion, etc.
- **Paramedic Services not in favor of “breakaway” obstacles**, like flexi-posts.
- **Suggest Emergency Services should be own section in the Guidelines.**

Meeting with the Toronto Transit Commission – January 22, 2015

- **The TTC has two primary operational concerns in street design: geometry and delays.**
- **Safety is defined as operators having a clear line of sight** and protecting the dynamic envelope around the bus.
- **Adding and enhancing bus service should be part of street design.** This includes stops and routes. The challenge is to doing this well is that rider and vehicle volumes grow and change.
- **It is important for TTC to be included in street planning and design studies.**
- **Guidelines needs to help identify and implement transit priority over other less space-efficient modes.**

Meeting with Transportation Services Safety and Mobility Committee Jan. 22 & Feb. 13, 2015

- **Project updates were provided at the January 22, 2015 meeting**, and included the major topics discussed at TAC meetings, and how various topics like queue-jump lanes will be treated in the Guidelines.
- **At the February 13, 2015 meeting, the Committee received a presentation on draft goals and approach to street context.** They responded positively, and added street context should include both the land use and transportation forms and functions/activities.

- **The Committee said that context sensitivity is already a key factor in the current approach to design decisions**, and that the Division's Strategic Plan that speaks to advancing the Complete Streets approach and includes context sensitivity.

Meeting with the Toronto Public Utilities Coordinating Committee – February 4, 2015

TPUCC consists of members from all the public and private utilities (e.g. Bell, Rogers, Hydro, Enbridge, etc.) and City Staff who work with utility companies, such as engineers and inspectors.

- **Utility companies have limited resources to review potential future projects.** They need to see specific designs which identify conflicts before internal resources are made available to review plans.
- **Coordination could be undertaken with utility companies** where there would be more awareness of long-term plans for upgrades or network improvements.
- **Capital project priorities and schedules change frequently within utility companies.**
- **Ad hoc meetings are called to resolve issues between affected parties**, when underground space conflicts arise.
- **Contractors are often working on different time lines.** More communication and coordination would be helpful to reduce conflicts and aid collaboration.

Meeting with Staff Involved in the Eglinton Connects EA & Project – April 8, 2015

- **Before beginning the EA, staff held an interdivisional workshop to discuss design issues**, such as crossing distances, turning radii, cycling infrastructure, and other street elements.
- **Public and stakeholder consultation was a key part of Eglinton Connects.** Some meetings (like a meeting with the BIA, Parking Authority, and cycling advocates) were key to finding common ground on potentially contentious issues.
- **The evaluation matrix identified non-automobile uses**, since the original EA was weighted towards cars.
- **It was difficult to achieve 4.8 metre sidewalks in the public ROW at intersections**, which often resulted in having to choose between trees and street furniture. In some intersections, the City is depending on setbacks through redevelopment to achieve the 4.8 metres.
- **The team did not see value in keeping or adding islands / pedestrian refuges**, since these features: took up space that could be better used for pedestrians on the sidewalk; were too small to be effective (the islands were built to accommodate traffic lights, not pedestrians); and, might undermine the project's broader placemaking objectives.

Meeting with Staff Involved in the Six Points EA & Project – April 22, 2015

- **Six Points is a unique, large-scale and complex context**, and includes a lack of fine-grained road network, physical barriers, and high volumes of traffic.
- **Staff relied on multi-modal evaluation criteria as part of the EA** to help decide on final designs.
- **Interdivisional meetings and good relationships between divisions were developed** to resolve frequent design issues, both above and below the surface.
- **Roadway width and lane width were key issues of discussion in the design process.** Some believe the overall street width is too great to feel like a place. The street width agreed upon in 2003 was progressive in that it recognized that the new network would not be able to accommodate the same volume of vehicular traffic but would be able to accommodate other modes of transportation, specifically pedestrians and cyclists. The 42m cross sections are City assets that are flexible and can be repurposed if traffic patterns or priorities change.

- **The new design for Six Points should be celebrated.** While the new design may not be the design for all modes, it's a monumental improvement on the existing infrastructure.

Meeting with Transportation Services Safety & Mobility Engineering Sub-Committee – April 6, 2016

- **The draft mentioned traditional traffic calming but does not provide much guidance on the various aspects of creating complete streets** such as rightsizing lanes and curb radii, and curb extensions etc. Traffic calming features such as speed humps are sometimes an indicator that the street was not well designed from the outset. The traditional traffic calming policy/process needs to be distinguished from the complete street design process.
- **It is important to show in the Guidelines process chapter the link to the Council and Community Council decision-making process.**
- **Complete Streets works well on major EA's**, but it's still unclear how to apply it to resurfacings and there can be issues about 'expanding' resurfacing projects due to budget and timeline constraints to include greater scope and complete street work.
- **The Guidelines will be more useful if staff get clear direction on appropriate design speeds.**
- **Traffic operations and other operations and maintenance issues need to be part of the design process** to avoid the issues experienced on some recently built projects.
- A summary of this meeting will be presented at the next Safety & Mobility Committee, so a presentation at that meeting will not be necessary.

Meeting with Transportation Services Directors – September 23, 2016

- **The Guidelines presentation was well-received by the Transportation Services Directors.**
- **They had some general questions about implementation and application** as it pertained to their portfolios, including how to apply them to new streets, if they conflict with the Transportation Association of Canada's Road Geometry Guidelines and how to prioritize modes within a project's process.
- **Finding appropriate candidate projects in which to demonstrate the complete streets approach over the next three years was identified as an important next step.**

4.1.3 Concurrent Project Coordination

The Complete Streets Guidelines team coordinated content with concurrent projects in various stages of development. Many of the projects below are focused on detailed designs for various components of the public right-of-way (e.g. Green Street), are network developments (e.g. Cycling Network), focused on a limited geography (e.g. TOcore, Curbside Management), or are citywide strategies (e.g. Road Safety Plan). Based on in-depth coordination with staff and consultants leading these projects, the Complete Streets Guidelines includes many of the key considerations and design approaches represented in the documents listed below. The Guidelines point to these and other documents in the "More Information" sections at the end of each Complete Streets Guidelines components chapter.

- [Accessibility Design Guidelines](#), expected in 2017
- [Active City: Designing for Health](#), 2014
- [Development Infrastructure Policy and Standards](#), updates pending
- [Congestion Management Plan](#) (2016-2020)
- [Curbside Management Strategy](#), expected 2017
- [Cycling Network Ten Year Plan](#), 2016
- [Geometric Road Design Standards](#), ongoing
- [Green Streets Technical Guidelines](#), expected 2017
- [Multi-Use Trail Design Guidelines](#), 2015
- [Road Classification System](#), 2012, some updates expected 2017
- [Road Safety Plan](#), 2016
- [Sidewalk Cafés and Marketing Displays Review and Guidelines](#), expected 2017
- [TOcore](#), and other area/secondary plans, ongoing
- [Toronto 360 Wayfinding Strategy](#), 2012-2016
- [Toronto Rapid Transit Planning](#), ongoing
- [Toronto Walking Strategy](#), 2009
- [Traffic Signal Operations Policies and Strategies](#), 2015

4.1.4 Complete Streets Guidelines Draft Circulation to the TAC

Prior to draft circulation, project staff met with selected TAC experts in the fields related to the component chapters (i.e. Pedestrians, Cycling, Transit, Greening, Roadways and Intersections), in May and June 2016, and incorporated their feedback into the final drafts, prior to circulation.

Between September 12 and 28, 2016, the TAC and Steering Committee reviewed the draft Complete Streets Guidelines. Some 31 units from the 19 Divisions/Agencies submitted almost 750 comments. A summary of their comments is as follows. All comments, for each chapter and page, were considered for integration into the final version of the Guidelines.

Key messages from the TAC and Steering Committee on the draft CSG:

- **Clarify that many divisions and units are already applying complete streets strategies**, and that the Complete Streets Guidelines represent a cohesive and coordinated approach;
- **Simplify Chapter 3: Steps to Street Design and Decision Making** by reducing length and combining it with the Checklists in the Appendix;
- **Ensure that operations and maintenance needs are fully considered at all steps** of the street design process and in the long-term, and that this is well articulated throughout the Guidelines; and,
- **Reduce the length where possible**, simplify language, and correct minor terminology inconsistencies throughout the document.

4.2 City Advisory Bodies Engagement Activities and Feedback

4.2.1 Disability, Access and Inclusion Advisory Committee

Project staff and consultants [presented](#) to the Disability, Access and Inclusion Advisory Committee on the development of the Guidelines on [October 27, 2015](#). Committee members and deputants responded with [comments](#) focused on pedestrian safety. Committee members and deputants:

- Emphasized the need to minimize and carefully design mixing zones between pedestrians and cyclists;
- Questioned and advised on the use of terms "self-regulated design" and "vulnerable users";
- Underlined the importance of building smooth sidewalks surfaces, and clearly delineating zones such as between pedestrians and cyclists;
- Recommended proper signage for pedestrians during and before construction to ensure alternative crossings and pathways; and,
- Stressed the importance of consulting the disability community during street design processes.

4.2.2 Design Review Panel

Consultants and project staff presented to the Design Review Panel (DRP) on [March 10, 2016](#). Panel members provided a wide range of [comments](#). The DRP:

- Generally appreciated the City taking on this "critical initiative";
- Welcomed the Guidelines and its aspirations to create interdivisional agreement on the City's approach to street design, one that establishes common goals and a consistent process; and,
- Several Panel members noted that these Guidelines would be used and applied by the DRP to individual developments and Secondary Plans.

4.2.3 Toronto Planning Review Panel

Project staff presented to the Toronto Planning Review Panel on [April 2, 2016](#), alongside Nancy Smith Lea, Director of the Toronto Centre for Active Transportation, and Brian Moore, Accessibility Expert. Panel members were asked to work together to answer three questions:

1. What value do you see in the City's proposed approach to street design?
2. Is there anything that you believe could improve the City's proposed approach to street design?
3. What are good ways to explain these new guidelines to Torontonians so they can understand how decisions about streets get made?

The Panel:

- Supported the Guidelines proposed approach, especially designs for all users;
- Emphasized the needs of vulnerable users, especially universal accessibility; and,
- Stressed the importance of broad and accessible public engagement on street design projects.

4.3 External Stakeholders Engagement Activities and Feedback

4.3.1 Stakeholder Advisory Group

The primary method of external stakeholder engagement was through the Stakeholder Advisory Group (SAG), which met four times between March 2015 and September 2016. All SAG meeting presentations and summaries can be found on the project website, under the Stakeholder Advisory Group. Members of the SAG who RSVP'd for the final meeting also reviewed the final draft of the Guidelines, and provided their comments.

Stakeholder Advisory Group Meeting #1 – March 23, 2015

The purpose of the meeting was to introduce the project team, review the role of the SAG, and to present and seek feedback on the work done to date on Toronto's Complete Streets Guidelines. The meeting included two parts: the first focused on the Vision, Goals, and the proposed Guidelines format, sections and intended audiences; the second focused on a recommended approach to Street Context.

The following are **the key messages** that emerged during the meeting:

- **The vision and goals are generally right.** Most SAG members agreed with the vision and goals, suggesting tweaks to show that the concept of “complete” means more than just all modes—it also means all ages and abilities, all times and seasons, every part of the city, and all types of uses.
- **Generally, the approach to Toronto's street context is on the right track.** In general, SAG members expressed a lot of interest and enthusiasm about the proposed approach to street context. SAG members suggested including laneways as a separate street type and asked for an explanation of how this approach would address streets that change in scale and place status.
- **The discussion of the format, sections, and audiences of the Guidelines requires more context.** In general, SAG members thought the discussion about the proposed sections, format, and intended audiences of the Complete Streets Guidelines was premature and required more information about each of the sections' content. Participants said it was important to use clear language and balance the need to provide necessary information to all audiences without making the Guidelines overwhelming.
- **Use plain language and visuals for public consultation and make consultation materials accessible in advance.** SAG members strongly recommended making presentation materials easy to understand and easy to access in advance of meetings for people of all abilities, including people with visual impairments and those who do not speak English as their first language.

Stakeholder Advisory Group Meeting #2 – June 1, 2015

The purpose of the meeting was to discuss updates to the Guidelines table of contents, goals, and street types and to introduce and discuss the project delivery process, design priorities & trade-offs, and street design elements.

The following are **the key messages** that emerged during the meeting:

- **The messaging around safety needs to be more explicit.** Some members said that safety should not appear as “just another” goal. Rather, it should be an umbrella principle under which all other principles fall. There should be a policy to prioritize the safety of the most vulnerable users as the most important consideration in decision making/decision guidance. Some SAG members felt it was very important that the Guidelines include a definition of safety.
- **Make sure people understand “what will be better” because the City developed Complete Streets Guidelines,** since this wasn’t clear in the presentation.
- **Add more references to diversity in the goals,** including gender diversity, and diversity of incomes, religious affiliations, sexual orientations, and abilities. SAG members otherwise felt the goals were on the right track.
- **Explain how the goals will be measured or implemented.** SAG members wanted to understand how the Goals will be used to design or evaluate streets.
- **The project delivery Process should show how/where politicians are involved.** Politicians often have a strong role and influence in street design projects, so their role should be included in the project delivery process.
- **There should be a more nuanced description of public engagement in the project delivery process.** Public engagement should not be seen as an add-on, but as an important element that occurs throughout the project delivery process.
- **Decision guidance should be about collaboration, not trade-offs.** Describing design decisions as trade-offs make it sound like someone has to lose, which is not a useful or constructive way to discuss street design. One SAG member said “safety should never be traded-off.”
- **There should be guidance on how to pick the different street elements.** SAG members felt the design guidance section should help people understand how to pick different street elements (for example, how to pick a cycling facility on a given street or street type).

Stakeholder Advisory Group Meeting #3 – February 23, 2016

The purpose of the meeting was to discuss updates to the Guidelines, including street types, design directives, and steps to designing the street. The SAG also learned about updates related to implementation and performance measures.

The following are **the key messages** that emerged during the meeting:

- **The Guidelines are making good progress.** Many participants felt the Guidelines had made good progress, including the street types and design objectives.
- **Safety should be promoted in the goals.** Some SAG members reiterated their previous feedback that the goals about safety should be elevated above all other goals.
- **More work is needed on the Civic and Main 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.

Stakeholder Advisory Group Meeting #4 – September 20, 2016

The purpose of the meeting was to discuss the draft Complete Streets Guidelines (sent prior to the meeting) and project next steps. The SAG also learned about implementation and the remaining tasks and timelines toward Guidelines finalization.

The following are **the key messages** that emerged during the meeting:

- **The draft Guidelines are strong.** Many SAG members expressed support for the draft Guidelines, calling it an "excellent" and "useful" document.
- **Stakeholder feedback has been well integrated.** Many participants appreciated how previous stakeholder feedback had been considered and incorporated into the latest version of the Guidelines.
- **The length and level of detail is appropriate.** Participants commented that the Guidelines remain comprehensive without being overly detailed or lengthy.
- **Pedestrians should be more clearly identified as the most vulnerable road users.** Some SAG members felt strongly that the vulnerability of pedestrians should be further emphasized throughout the Guidelines and that the Guidelines should refrain from grouping pedestrians with cyclists to reflect key differences in speed and vulnerability.
- **More clarity is needed on separation between cyclists and pedestrians.** Several participants emphasized the Guidelines should include more specific references to the range of separation elements that respond to local speed and volume contexts.
- **The importance of flexibility should be further emphasized.** Some participants felt that the need to consider flexibility in street design should be further emphasized. The Guidelines should make clear that streets should be designed to adapt to a range of different needs and uses that may change over a day, week, or season.
- **An executive summary would be valuable.** Many SAG members agreed that a brief, visually engaging executive summary, written in accessible language, would help the public to understand the Guidelines' content and application and build excitement around the project.

4.3.2 Complete Streets Guidelines Draft Circulation to the SAG – September 2016

The SAG had more than two weeks to consider and submit written comments on the draft Complete Streets Guidelines. Following the 4th SAG meeting in September 2016, members of the SAG provided comments on the draft Complete Streets Guidelines in writing. 12 organizations provided written feedback, totalling 114 individual comments. All comments were considered for integration into the final version of the Guidelines.

Key messages from their comments include:

- **The Guidelines are strong and integrate past stakeholder feedback well.** Many expressed support, saying that the length and level of detail is appropriate.
- **Further emphasize that the safety of all road users** should take priority in street design, particularly the needs of most vulnerable: pedestrians and cyclists;
- **Expand upon and add detail on the need to ensure safe, dedicated, and context-sensitive space for pedestrians and cyclists** throughout the report;
- **Emphasize the need for flexibility and adaptability in street design**, to accommodate different users and uses during all times of day and seasons; and,
- **Develop an executive summary document that highlights key components** of the Guidelines with accessible language and graphics.

4.4 The General Public Engagement Activities and Feedback

The project's public engagement activities were intended to provide a better understanding of the complete streets concept, and to receive feedback on the draft goals, street context, and general approach to developing Complete Streets Guidelines for Toronto. All the comments received were considered as important advice and for inclusion in the Guidelines. There were six main ways the public was engaged on the Complete Streets Guidelines project.

- 4.4.1 Public Open House and Workshop
- 4.4.2 Walking and cycling conversations
- 4.4.3 Online survey
- 4.4.4 Outreach at Community Events
- 4.4.5 Social media, Project Website, and Email
- 4.4.6 Photo contest

Note, while the Toronto Planning Reference Panel is a method of public engagement, the summary of our meeting is recorded in 4.2 *City Advisory Bodies*.

The project postcard, seen below, was widely distributed at all events and through public buildings such as civic centres, libraries and community centres.



The Complete Streets Guidelines postcard was circulated throughout the city in early 2015.

4.4.1 Public Open House and Workshop – June 18, 2015

The purpose of the meeting was to introduce the concept of complete streets, the Guidelines document, and discuss the draft goals and street types for Toronto.

See the full [display panels](#), [presentation](#) and [discussion for feedback](#) on the draft goals and street types on the project website.

The following are the **key points** that emerged during the meeting:

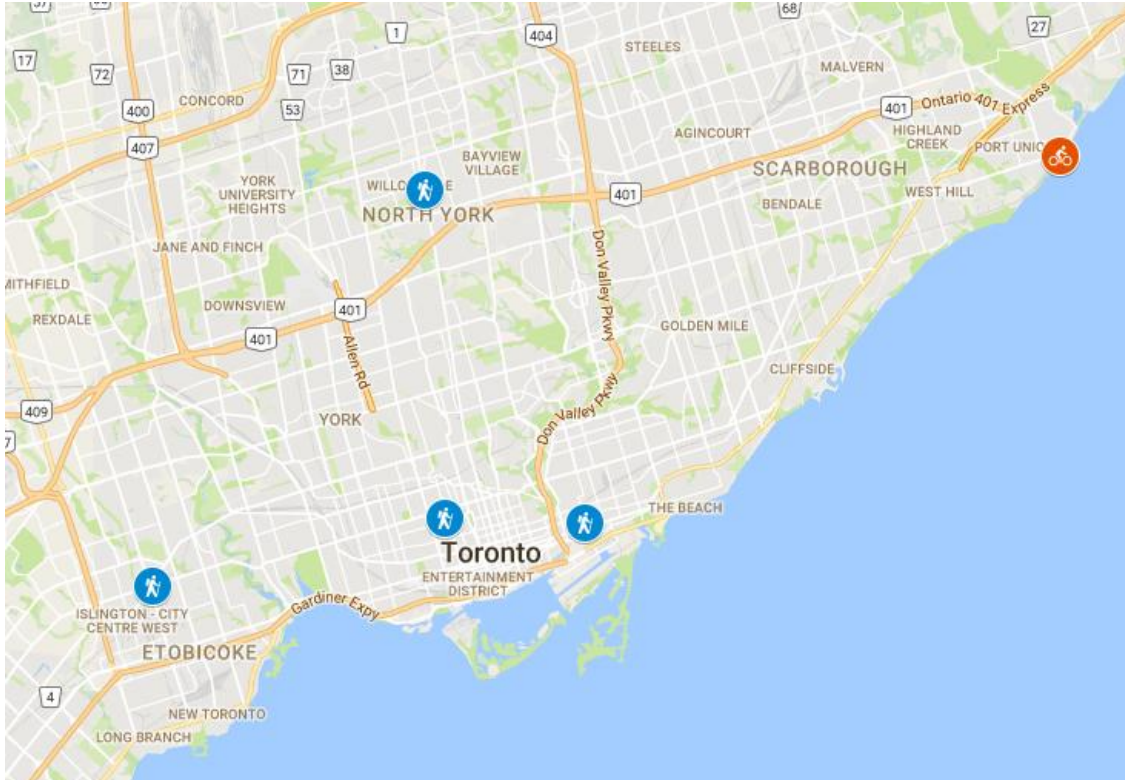
- **The draft goals generally look good.** Most participants said that they liked the draft goals and felt that they would be useful in helping to create unique and beautiful environments and promote a range of mobility choices.
- **The emphasis placed on safety and vulnerable users is very important.** Participants were glad to see that the draft goals and presentation strongly promoted the safety for all users.
- **Explain how the draft goals will be applied and implemented on streets in Toronto.** Participants wanted to know what kinds of projects the draft goals would affect (i.e. work underway or new projects). Some participants also asked if the goals would end up creating new projects.
- **The draft goals need to be flexible.** Participants said the goals should be flexible enough to be implemented on a case-by-case basis in order to meet local needs and priorities of different streets.



Poster advertising the open house, and table discussion at the public open house, June 18, 2015.

4.4.2 Walking & Cycling Conversations

Five walking & cycling conversations took place between May 2015 and May 2016. The purpose of these conversations was to engage the public on the main concepts in the Complete Streets Guidelines, and to hear feedback on these concepts, while directly observing streets.



A map of the five Complete Streets Guidelines Walking and Cycling conversations.

A digital map of the locations can be accessed [here](#). And more information about each walking and cycling conversation can be found at the links below.

[Jane's Walk #1 – Toronto and East York \(Danforth to Queen St. E\), May 2, 2015](#)

[Walking Conversation – North York \(Centre and area\), June 20, 2015](#)

[Walking Conversation – Etobicoke-York \(Six Points\), June 20, 2015](#)

[Jane's Walk #2 –Toronto and East York \(Annex and UofT\), May 7, 2016](#)

[Jane's Walk and Bike #3 – Scarborough \(East\), May 8, 2016](#)

Summary of insights and issues from the five walking and cycling conversations:

- **Streets have many different users.** This goes beyond just using them as places to walk, bike, drive and move transit. They are also important public spaces and used for things like trees, and utilities which are vitally important.

- **Toronto has many context for its streets.** It's impossible for any walk to cover them all. Streets should be designed to fit into their contexts and it's good that the goals cover that. The Guidelines should apply to all streets in the City, not just busy main streets.
- **Safety is important.** It's vital that the goals are prioritizing safety. Participants discussed strategies that might make streets safer, including: removing right turn channels; putting in crosswalks; and adding sidewalks on streets where lots of pedestrians travel.
- **In the past, streets were designed like highways and overly wide.** Participants and team members discussed how some streets felt like they were designed like highways, and that it didn't feel safe to cross on foot or bike.
- **Dangerous intersections.** Participants noted that many intersections not only feel unsafe to cross but that they know people who were struck or killed by cars. Participants said that pedestrian and cyclist safety should be prioritized and motor vehicles can still be accommodated without adding to congestion.
- **Cycling.** Where cycling infrastructure is missing, cycling feels unsafe and is less a less common form of transportation. People do not feel comfortable cycling on sidewalks because it is illegal and also feels unsafe.
- **Transit.** A participant noted that there were a lot of buses on some streets and said that they contributed to making those streets feel like a highway.
- **Narrow sidewalks.** Participants spent a lot of time on the issue of narrow sidewalks. In one case, the group discussed the fact there are large groups of students in the neighbourhood and they don't have enough room to move safely on the sidewalks. In many cases, narrow sidewalks lead to people walking in the roadway, which is a safety issue and makes it difficult for people with mobility challenges to navigate the area.
- **Greening.** Participants said some of the trees looked neglected. Some felt it could be due to substandard soil, while others said the poor health of trees could be attributed to disease and the planting of a single species in the area.
- **Utilities and "invisible infrastructure."** Participants also discussed the issue of above and below-ground infrastructure, noting that in some places, utility and signal boxes in the wrong place take away from the already narrow sidewalk.
- **Uneven streetscape design.** Participants noted that the sidewalk and pavers seemed uneven in some sections. They liked that some developers turned unused space on some parcels into park-like areas, which helped create a good sense of place.



Photos from two of the walking conversations in 2015 and 2016.

4.4.3 Online Survey – June 18 to July 2, 2015

The Complete Streets Guidelines engagement included an online [survey](#) which was live between June 18 and July 2, 2015. The survey was designed to solicit feedback on the draft Complete Streets Guidelines goals. The survey was live from June 18 to July 2, 2015. There were 1104 responses, and over 597 additional written comments were submitted.

The following are the **key themes** that emerged in respondents' feedback:

- **Strong support for prioritizing safety.** Many respondents said they were very happy to see that safety was the first principle in the goals.
- **General support for the goals.** Most respondents felt these principles very strongly reflected what Toronto's complete streets should be. Several suggested that the City consider including language about: encouraging a modal shift towards more bicycles; completing a citywide cycling network; focusing on specific environmental sustainability issues (like air quality and climate change); strengthening the social equity lens (by directly mentioning the use of streets by homeless people, for example); the role of streets in tourism; and, the cultural and recreational role of streets.
- **Interest in how the goals will be implemented.** While respondents generally liked the principles, some felt they were vague and others asked for clarification on how these principles will be practically used to change streets.

How Survey Respondents Used Streets

To help survey respondents ready themselves to answer a question on the principles, they were first asked to identify how they use Toronto streets in an average year. Their responses are summarized below. It shows that nearly everyone walks, 9 out of 10 bikes, and more than three-quarters take transit and drive a car. Using sidewalks cafés and shopping on streets were also popular activities among respondents.

Response	Chart	Percentage	Count
Walk		99.2%	942
Bike		90.4%	859
Ride a streetcar		86.8%	825
Ride a bus		77.8%	739
Ride in taxis		59.3%	563
Drive a car		74.1%	704
Drive a motorcycle / scooter		2.6%	25
Drive an electric bike		0.8%	8
Jog/Run/Exercise		43.4%	412
Sit at outdoor cafés		87.6%	832
Attend celebrations and protests		71.3%	677
Watch people go by		66.5%	632
Shop on streets		89.6%	851
Sit on street benches		65.3%	620
Drive a truck / make deliveries		1.7%	16
Own or operate a business fronting a street		3.5%	33
Other, please specify...		8.6%	82
Total Responses			950

Other ways of using streets, not captured above: Do art/busk/garden (11); Walk dog (10); Play with kids/play sports (7); Push a stroller/wagon (7); Socialize with neighbours (5); Walk kids to school/class trips (5); As a passenger in a car (4); Rollerblade (2), Skateboard (2); Shuttles (2), Car Share (1), Bike delivery (1); Park (2), Jaywalk (1); Eat from food trucks (1)






Survey Responses on the Draft Goals

Respondents were asked how well they thought the draft Goals reflect what Toronto's Complete Streets should be. One set of responses was given per category: Street for People, Street for Placemaking, and Streets for Prosperity.

How well do these draft Goals reflect what Toronto's Complete Streets should be?

Streets for People






- Improve Safety and Accessibility
- Give People Mobility Choices
- Make Connected Networks
- Promote Healthy & Active Living

Response	Chart	Percentage	Count
Very well		72.8%	604
Somewhat well		19.0%	158
Neutral		3.9%	32
Somewhat poorly		3.6%	30
Poorly		0.7%	6
		Total Responses	830

How well do these draft Goals reflect what Toronto's Complete Streets should be?

Streets for Placemaking


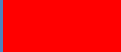



- Create Beautiful & Vibrant Public Spaces
- Respond to Local Area Context
- Improve Environmental Sustainability

Response	Chart	Percentage	Count
Very well		69.7%	580
Somewhat well		22.4%	186
Neutral		4.3%	36
Somewhat poorly		2.8%	23
Poorly		0.8%	7
		Total Responses	832

How well do these draft Goals reflect what Toronto's Complete Streets should be?

Streets for Prosperity

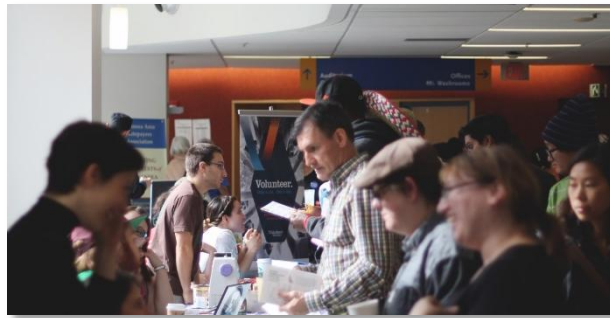
- Support Economic Vitality
- Enhance Social Equity
- Balance Flexibility & Cost-Effectiveness

Response	Chart	Percentage	Count
Very well		49.4%	411
Somewhat well		34.9%	290
Neutral		9.0%	75
Somewhat poorly		4.8%	40
Poorly		1.9%	16
		Total Responses	832

[Read more](#) the input received during the online survey on the project website.

4.4.4 Outreach at Community Events

Project Staff attended numerous community events across the city, such as the [YIMBY festival](#) on October 31, 2015, and through the [Planners in Public Spaces](#) program in 2015 and 2016. The primary purpose was to engage directly with Torontonians on the basic concepts of complete streets and encourage people to share their ideas online, participate in the photo contest, and attend walking and cycling conversations, and meetings.



YIMBY Toronto Festival
Photo Credit: YimbyToronto.org

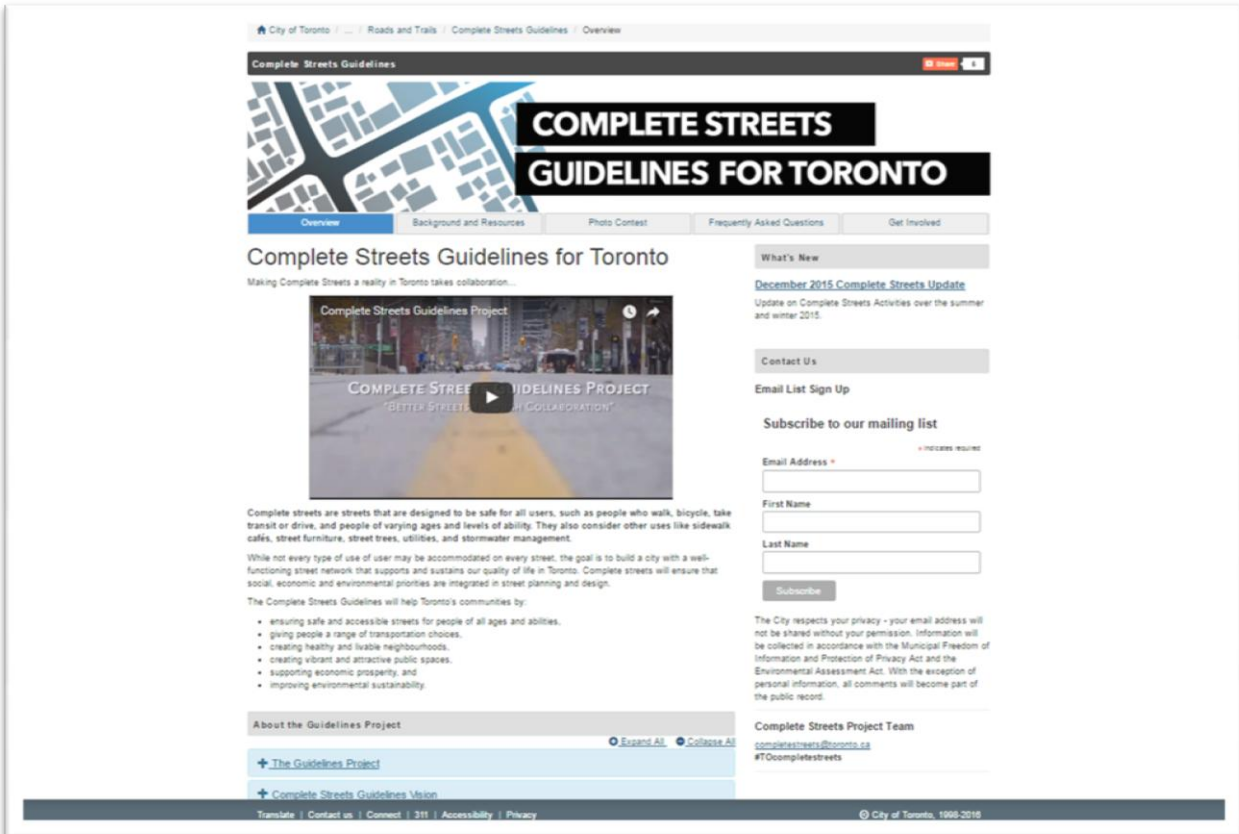


Planners in public spaces launch, 2015

4.4.5 Website, Email and Social Media

Website

The Complete Streets project [website](http://www.toronto.ca/completestreets) can be found at www.toronto.ca/completestreets



Snapshot of the City project website: www.toronto.ca/completestreets

It includes general project information, FAQs, a video, complete streets photo examples, background resources and how to get involved. The video has been viewed hundreds of times without any promotion through social media.

The website has garnered over 85,517 visits since the fall of 2014 when it was set up. Most of these have been to the overview and photo contest pages. Visits spiked before events and during the photo contest.

The Complete Streets Guidelines represents an interdivisional, inter-agency collaboration. A video posted on the City's website at www.toronto.ca/completestreets emphasizes the importance of a collaborative approach to street design.

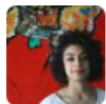
Email

An email sign-up form on the website generated nearly 600 subscribers. Email updates were sent periodically to subscribers throughout the project at key milestones, and the list of subscribers continues to grow.

The email address completestreets@toronto.ca was used as a general contact for the project to inform participants in upcoming events and engagement opportunities, and communicate with stakeholders.

Social Media

The project has been visible on social media, such as Twitter, Facebook and Instagram, largely through the online survey in 2015, and the photo contest in 2015-2016. The hashtag #TOcompletestreets was consistently used through the project and has been cited over 300 times on Twitter since the hashtag began on June 5, 2015. Some hashtag highlights include:



Mojan @mojanj · 18 Jun 2015

A group of #engaged people and #CityofTO staff having a #transparent discussion about #TOCompleteStreets guideline. Amazing and rare.



Nicholas R Gallant @NRG_BC · 15 Oct 2015

Trees offering sense of protection and enclosure make streets feel more complete #TOcompletestreets @TO_Transport



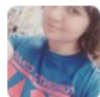
Erkin Ozberk @krebzo · 29 Sep 2015

Excellent engagement concept from @Spacing and #CityofTO Planning: #TOCompleteStreets Photo Contest



Complete Streets Photo Contest - Spacing Toronto

Take a photo of a street. It could be anything really, from anywhere: an artistic element you like in Barcelona, a creative use of curbside in Corktown, an interesting d...
spacing.ca

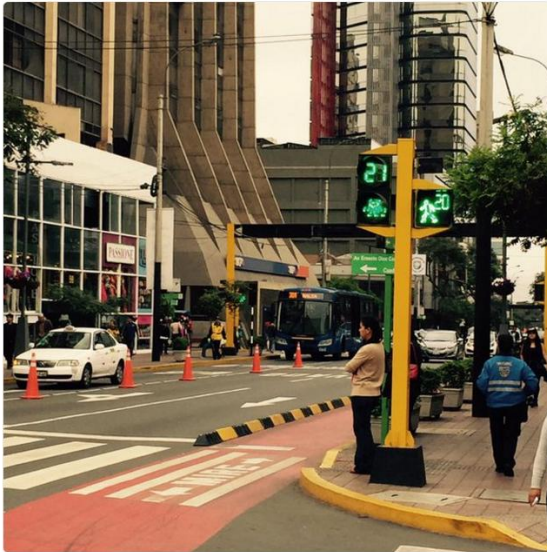


Marty @msprotagitron · 24 Jun 2015

Bike, walk, or drive on Toronto streets? The city has a SUPER quick survey about #TOcompletestreets ow.ly/OKW3p



Megan Berkal @MeganBerkal · 30 Oct 2015
#TOCompleteStreets In Lima, multi-modal, wide sidewalks, lots of activity, even animated bicycle and walking signs.



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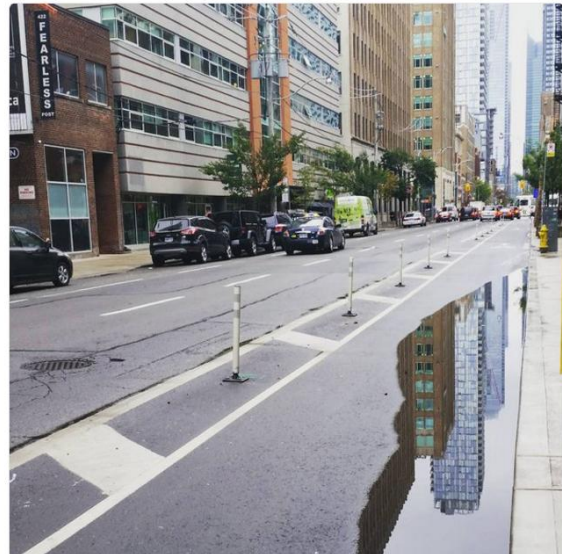
VikPhoto @VikPahwa · 26 Oct 2015
#TOCompleteStreets include beautiful and vibrant public spaces like Nyctophilia, an art installation on Weston Road.



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Christen Thomas @MetaphorceX10 · 26 Oct 2015
#TOCompleteStreets are safe commute streets (#bikeTO)



← 1 ↻ 1 ❤️ 📷 ⋮



Kate Nelischer @katanelischer · 30 Sep 2015
Listening to @clmarohn of @StrongTowns speak at #TOcompletestreets workshop on world class transportation systems



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4.4.6 Complete Streets Photo Contest

The [Complete Streets Photo Contest](#) visually engaged the public in the complete streets design approach and goals. The contest was launched in October 2015 as a partnership with Spacing Magazine. The public was asked to submit photos in response to the question: "What makes streets feel more complete?"

The contest included three participant categories to engage: youth (under 18), the General Public (18 years and older) and City/Agency staff.

COMPLETE STREETS

PHOTO CONTEST



In late 2015 the City of Toronto and Spacing Magazine invited the public to send us photos answering the question "What makes a street feel more complete?"

We received over 780 amazing photos!

Our esteemed judges did the hard work of selecting their top ten finalists in the General category and five in the Youth category.

Now it's your turn!

Vote online to choose the winners at:

toronto.ca/completestreets/photos

Voting ends September 20, 2016.

Winners will be featured in Spacing Magazine.

Toronto spacing

Phase 1: submissions and popular vote

The City received over 780 photo submissions by email, Twitter, Instagram and Facebook.

The project website received 2192 external visits in one month (June 2015), and 3159 visits in October to the Photo Contest page. The project received over 1,100 likes/comments/shares between just three Facebook posts, and over received 6,000 post clicks.

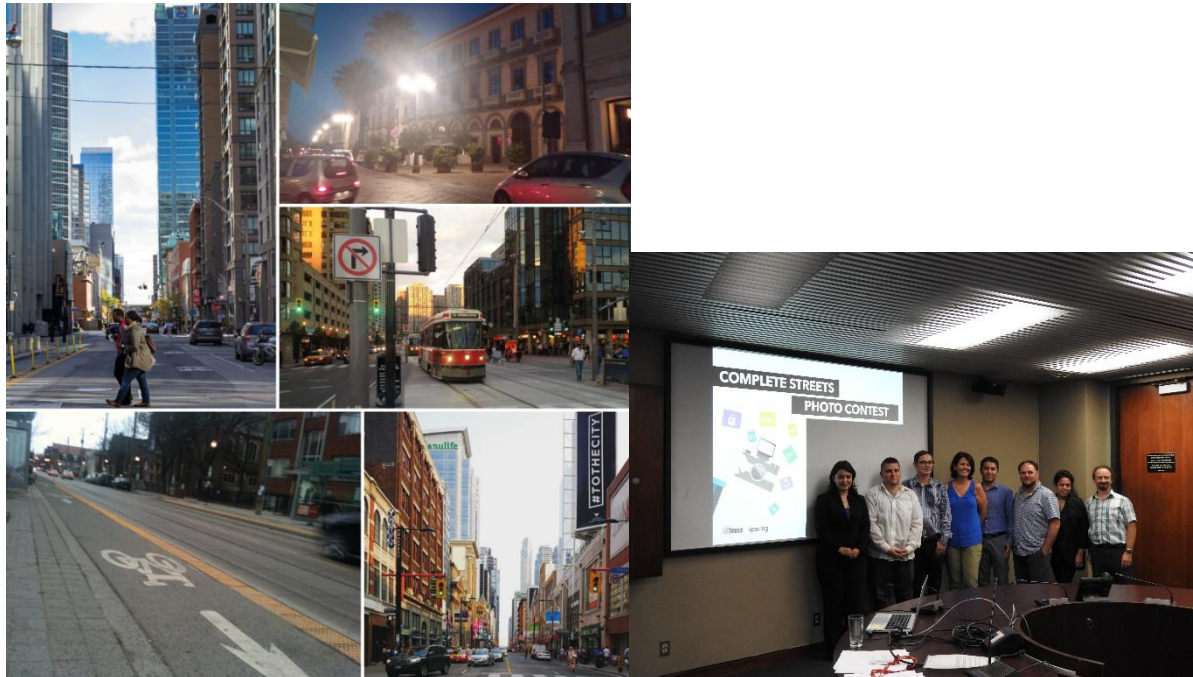
During this period, #TOcompletestreets had about 190 mentions on Twitter and 357 posts on Instagram, which were then seen by tens of thousands.

The top three photos from each participant category were selected through popular voting on Facebook, and all the submitted photos were posted online.

Phase 2: judges and finalist votes

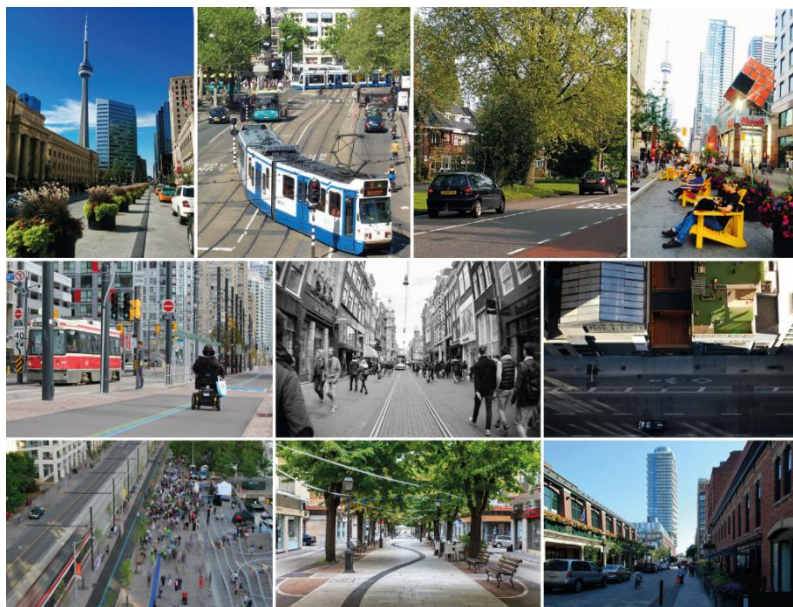
Pulling from the entire gallery of submissions, three expert judges shortlisted 10 photos from each participant category. The main criteria to be used for selection by the judges was, "Inspiring images of the complete streets goals in action – examples that demonstrate elements of the City's draft goals."

The top 10 finalists in each category were voted on through a survey and a second round of winners was announced in the fall of 2016.



Youth Finalists

Celebrating the finalists at City Hall, Sept 2016



General Category Finalists

5.0 Incorporation of Input into Project

5.1 Feedback on the Draft Goals and Approach to Context:

A key objectives of the engagement approach was to get broad feedback on the draft goals from all stakeholders and the general public. From the start, all audiences responded well to the draft goals. Many suggested a variety of small changes and improvements. These were largely to emphasize safety (particularly of vulnerable users), and to clarify their connection to the vision and specific street components. The draft goals were edited several times throughout the project to account for the recommended changes through public and stakeholder engagement.

Receiving broad input on the City's approach to context-sensitive street design was a key feature of the engagement plan. There was broad support from all stakeholders on taking a context-sensitive approach. However, how to convey this in the Guidelines was the subject of much debate and feedback. One issue, for example, was how long and detailed the street types should be. Some stakeholders preferred more information and a more prescriptive or standardized approach, while others preferred a general, more flexible, approach. City staff and their consultants used all the feedback received on context-sensitive design and the drafted street types to inform the final text in the Guidelines, including finding a balance between detailed guidance and flexibility. This is most apparent in chapter 2 "Street Types", but as a result of these many discussions, context sensitivity emerged as a central theme in the Guidelines, and can be found throughout all chapters.

5.2 Feedback on Specific Topics and the Design Process:

Topic-specific street components and the design process are part of the experience and expertise of internal and external stakeholders. Throughout the project, stakeholders raised the importance of public involvement in the street design process. The Guidelines articulate when public engagement should happen in the design process, and clarifies that this is commensurate with the scale and scope of projects.

The feedback received from internal and external stakeholders contributed strongly to the Guidelines' final text and graphics. Upon circulating the draft Guidelines for comment, the Project Team received over 1000 comments from more than 40 internal and external stakeholder groups. Generally the feedback was positive, and stakeholders recognized their previous feedback in the draft they reviewed. The many comments were also valuable to strengthen the Guidelines' accuracy in reflecting the City's current best practices, and the latest practices in the field of street design. Comments received helped to clearly and accurately articulate specific concepts useful for both professional and general audiences.

6.0 Next Steps

The feedback collected through this project have contributed to development of a Complete Streets Guidelines that are tailored to Toronto's needs and opportunities.

The latest version of the Complete Streets Guidelines are posted on the project website www.toronto.ca/completestreets, and are being used to inform street design projects in Toronto.

Staff are developing an implementation strategy, including the development of training materials, which will again, involve outreach – in line with project goals and available resources.

As the Complete Streets Guidelines are implemented, public and stakeholder engagement will continue to be fundamental to the street design process.

Updates will be posted on the project website, and distributed through the project email list.

Appendix A: All City Divisional and Agency Staff Participants

Sincere thanks goes to the more than 450 City and Agency Staff who contributed to the project thus far.

Build Toronto: Mia Baumeister, Carlo Bonanni, Aaron Cameron, Anna Ritacca.

Children's Services: Emma Feltes, Corina Ghimbasan, Brendon Goodmurphy, Justin Lewis.

City Planning: Nasim Adab, Allen Appleby, Andrew Au, Samuel Baptiste, Richard Beck, Diana Birchall, Julie Bogdanowicz, Sheila Boudreau, Shawna Bowen, Carly Bowman, Barry Brooks, Helen Bulat, Emily Caldwell, Corwin Cambray, Avery Carr, Philip Carvalino, Patrick Chan, Ran Chen, Deanna Chorney, David Cooper, Michelle Corcoran, Edna Cuvin, Mike Davis, Lorna Day, Ragini Dayal, Leo deSorcy, Dipak Dhrona, Pascal Doucet, David Driedger, Kelly Dynes, Andrew Farncombe, Alan Filipuzzi, Emilia Floro, Lori Flowers, Liora Freedman, Daniel Fusca, Brian Gallagher, Luisa Galli, Victor Gottwald, Stella Gustavson, Michael Hain, Dawn Hamilton, Sarah Henstock, Kate Hill, Sharon Hill, Anthony Hommik, Stephanie Hong, Susan Hughes, Dave Hunter, Helene Iardas, Nicole Ivanov, Paul Johnson, Dewan Karim, Jennifer Keesmaat, Caroline Kim, Lisa King, Bill Kiru, Jeremy Kloet, Jack Krubnik, Natasha Laing, Tim Laspa, Gregg Lintern, Laura Loney, Joseph Luk, Alka Lukatela, Willie Macrae, Harold Madi, Leontine Major, Paul Maka, Astro Man, Sipo Maphangoh, Guy Matthew, Chris May, Jamie McEwan, Marybeth McTeague, Deanne Mighton, Lou Moretto, Sylvia Mullaste, Joe Nanos, Ann-Marie Nasr, James Neilson, Dan Nicholson, David Oikawa, Andrea Oppedisano, John O'Reilly, Sarah Ovens, Cynthia Owusu-Gyimah, George Pantazis, Philip Parker, Sherry Pedersen, Aviva Pelt, Jane Perdue, Sarah Phipps, Colin Ramdial, Andrea Reaney, Thomas Rees, Kristina Reinders, Al Rezoski, Hans Riekkö, Emily Rossini, Anu Saini (later, Transportation Services), Diane Silver, Travis Skelton, Susan Smallwood, Angela Stea, Kirsten Stein, Shayna Stott, Nigel Tahair, Lara Tarlo, Sasha Terry, Michael Vidoni, Derek Waltho, Mike Wehkind, Victoria Witkowski, Rong Yu.

Economic Development and Culture: Eric Jensen, Deeks Jocelyn, Raj Kumar, Mike Major, Antonella Nicaso, Michael Williams.

Engineering and Construction Services: Stephen Adams, Sarmad Al-Douri, Maurizio Barbon, Doug Bleany, Barry Budhu, Tasha Cheng, Frank Clarizio, Michael D'Andrea, Luis De Jesus, Claudia Denes, Charlyne Elyp, Reza Fani, Jeff Flewelling, Alicia Fraser, Samantha Fraser, Amir Gafoor, Mario Goolsarran, Jozef Grajek, Kimmo Hamalainen, Salima Jivraj, Craig Kelly, Robert Klimas, Eric Leon, Teik Lim, Fulvio Naccarato, Penelope Palmer, Mika Raisanen, Manveer Ramburrun, Mahesh Ramdeo, Fausto Robalino, Ty Rosanally, Sherif Samaan, Chetan Shah, See Tan, Easan Vallipuram, Shahid Virk, Shirley Wilson, Stanley Yue, Anson Yuen, Aina Zeng, Lawrence Shintani (later, Toronto Water), Scott Mitchell.

Environment & Energy: Mark Bekkering, Fernando Carou, Cecilia Fernandez, Kyle Leetham, David MacLeod, Christopher Morgan, Nancy Ruscica.

Equity, Diversity and Human Rights: Nicole Cormier, Bernita Lee, Mae Maracle.

Facilities Management: Doug Geldart, Irene Gryniewski.

Information and Technology: Elizabeth Bakhtiyari, Elwy El-Gazzar, Andy McGhie.

Legal Services: Belinda Brenner.

Major Capital Infrastructure Coordination: Jeff Climans, Alissa Park, Mike Popik.

Metrolinx: Richard Borbridge, Thom Budd, Michael Chung, Walter Daschko, Naren Garg, Daniel Haufschild, Elana Horowitz, Lorraine Huinink, Alka Johri, Jennifer McGowan, Lisa Orchard, David Phalph, Fred Sztabinski.

Municipal Licensing and Standards. Joanna Duarte Laudon, Vanessa Fletcher, Hamish Goodwin, Carleton Grant, Olga Kuszelska, Luke Robertson, Marcia Stoltz, Pat Thornback, Alice Xu.

Office of Emergency Management: Laura Richards, Boris Rosolak, Sherry Waters.

Parks, Forestry and Recreation: Tara Bobie, Barbara Carou, Leslie Coates, Norman DeFraeye, Jason Doyle, Lori Ellis, Dean Hart, Jennifer Kowalski, Carol Martin, Beth McEwen, Brian Mercer, Mark Mullins, Peter Simon, Eric Stadnyk, Richard Ubbens, Raymond Vendrig, Mark Ventresca, Carol Walker.

Public Consultation Unit: Nishanthan Balasubramaniam, Jason Diceman, Josie Franch, Kate Kusiak, Mae Lee, Mike Logan (later, City Planning), Tracy Manolakakis, Mao Pyjor, Robyn Shyllit.

Social Development, Finance and Administration: Harvey Low, Eleanor McAteer, Heath Priston, Sarah Rix, Michael Skaljin, Dena Warman.

Solid Waste Management Services: Grant Janes, Robert Orpin.

Strategic and Corporate Policy: Meg Shields.

Strategic Communications: Bruce Hawkins, Steve Johnston.

Toronto Atmospheric Fund: Ian Klesmer.

Toronto Building: Dylan Aster, Edwin Li.

Toronto Fire Services: Colin Booth, Terry Bruining, Delvasto Joe, Jim Kay, Andrew Kostiuk, Mario Trevellin.

Toronto Hydro: Chris Kerr, Elias Lyberogiannis.

Toronto Paramedic Services: Bik Chawla, Cindy Taber, Munn Tyler.

Toronto Parking Authority: Tyrone Banavage, Greg Blyskosz, Gordon Choi, Ann Marie Chung, Ian Maher, Alan Szolopick.

Toronto Police Services: William Carter, Cameron Durham, George Johnstone, Nicole Lee, Rob Mackay, Steve McGowan, Brett Moore, Kim Nearing, David Sirois, Hugh Smith.

Toronto Public Health: Marinella Arduini, Melanie Azeff, Lauren Baker, Sherry Biscope, Monica Campbell, Ruby Lam, Ronald Macfarlane, David McKeown, Carol Mee, Marg Metzger, Sudha Sabanadeasan, Paula Waddell, Mary Louise Yarema.

Toronto Transit Commission: Deborah Brown, Gary Carr, Ian Dickson, Linda Fice, Mary-Ann George, Rob Gillard, Jose Rubio, Jim Sinikas, Cheryn Thoun, Chris Upfold. **Toronto Water:** Les Arishenkoff, Elio Buccella, Patrick Cheung, Philip Cheung, Paul Clements, Lou Di Gironimo, Kurtis Elton, Francis Fung, Joseph Greco, Graham Harding, Monday Iyamu, Dave Kellershohn, Man-Kit Koo, Annette Kopec, Allen Li, Weng Liang, Joe Morra, Silvano Piluso, Carmelo Pompeo, Faisal Shaheen, Vicky Shi, Derek Thomas, Frank Trinchini, Judy Tse, Helder Vieira, John Whelan, Brian Worsely.

Transportation Services: Allan Abrogena, Tamara, Augsten, Justin Bak, Pat Balint, Rick Bartel, Saikat Basak, Samira Behooz, Mark Berkovitz, Tammy Bishop, Christina Bouchard, Mike Brady, Alex Brooks-Joiner, Stephen Buckley, Rob Burlie, Nazzareno Capano, Elio Capizzano, Teresa Carmichael, James Chandler, Fiona Chapman, Andrew Chislett, Henry Chu, Jason Clarke, Bruce Clayton, Dan Clement, Myles Currie, Shawn Dartsch, Jeff Dea, Jesse Demb, Shawn Dillon, Gary Donaldson, Dave Dunn, Daniel Egan, Roman Fiodorowicz, Justin Fiorini, Joe Gallippi, Duncan Gardner, Shirendra Giri, Pasquale Grande, Mark Hargot, Jacquelyn Hayward Gulati, Randall Hillis, Carly Hinks, Jennifer Hyland, Lisa Ing, Titus Joseph, Tom Kalogiannis, Caitlin Kelly, Ann Khan, Raymond Khan, Sheldon Koo, Ray Koyata, Phelia Kung, David Kuperman, Johanna Kyte, Hao Le, Brendan le Brinke, Janet Lo, Daniel Loader, Kam Ma, Kanchan Maharaj, Jay Malone, Winnie Man, Antonia Markos, Bill Mason, April McClellan, Dan McGhee, Randy McLean, John Mende, Ashmead Mohammed, Shane Moonah, Claire Nelischer, Luigi Nicolucci, Marko Oinonen, Alen Palander, Jackie Parissi, Elyse Parker, Lukasz Pawlowski, Kyp Perikleous, Laura Pfeifer, Allen Pinkerton, Francis Poon, Adam Popper, Brian Provo, John Pursley, Andre R. Filippetti, Tabassum Rafique, Chris Ronson, Sheyda Saneinejad, Maili Sedore, Larysa Sereda, Bryn Sexton, Bruce Shaw, Leigh Sherkin, Dominik Simpson, Jack Sinopoli, Joe Sousa, Spiros Stamopoulos, Vesna Stevanovic-Briatico, Trevor Tenn, Stephen Tolley, Dave Twaddle, Mark Van Elsberg, Rob Watson, Daphne Wee, Sean Wheldrake, Valene White, Victoria Wood.

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