



## Complete Streets Policy

*The Town of Collingwood*

**Type of Document:**

Policy Document

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## 1. Policy Summary

The Town of Collingwood's Complete Streets Policy is a comprehensive document providing a holistic approach to prioritize the creation of safe, convenient and comfortable streets for pedestrians, cyclists, transit users and drivers. For many North American cities, Complete Streets represent a shift in road design. The approach is a transition from designing primarily for vehicles, to providing context specific, mode-inclusive road designs that actively respond to the nature and configuration of surrounding environments. As Complete Streets integrate elements of land use and transportation planning, the development of this policy not only provides the framework for future road projects but also considers how various street typologies match land use contexts to purposefully enhance network safety, connection and comfort.

The Complete Streets Policy developed in conjunction with the Master-Mobility Transportation Plan (MMTP) provides best practices for developing Complete Streets. For Collingwood, this includes creating a framework that integrates land use and street design as well as holding space for aligning related policies that guide road design and operation for all road users.

## 2. Definitions

**Mode Inclusivity:** The term **Mode Inclusivity** describes a transportation system where everyone regardless of age, ability, socioeconomic standing can access and use all available transportation options safely.

**Context Specific Design:** This is an interdisciplinary approach to street design that considers the unique characteristics of a location, when selecting appropriate transportation facilities for implementation.

**Street Typology:** A street typology distinguishes street based on the surrounding land-use context, function and mode priority.

**Place-making:** The process of revitalizing public spaces to foster community, economy and culture.

## 3. Background

"Complete Streets" is a holistic, context -sensitive approach to street design and maintenance that aims to improve the comfort and safety for roadway users of all ages and abilities and for all modes of travel. In all project stages including planning, design, construction, operations, and maintenance, the needs of all road users are at the forefront of the complete streets approach.

This concept also contributes to Vision Zero and Safe Street policy objectives and is intended to be sensitive to land-use context, road class, and function. As such, Complete Streets are also adopted to support existing road classification through the application of street typologies to categorize streets based on land use context. Street typologies are applied to ensure that the uniqueness of a street corresponds with facility-type and needs. Some streets may therefore be configured as places promoting social interaction, others may facilitate increased levels of active transportation, while some act as rural arterials focussed on moving vehicular traffic. The Complete Streets concept can be sensitive to the intended role of a street, which can vary.

This approach has been adopted in several municipalities across Canada, and is aligned with the vision, goals and pillars of the 2024 Master-Mobility Transportation Plan (MMTP) as well as the 2023 Official Plan (OP). The outlined policy presents multiple street design concepts and elements that have previously been introduced in the 2010 Urban Design Manual. This document therefore consolidates existing directives on the integration of Complete Streets in the wider transportation network and provides specific policies, actions, directives and procedures to guide future implementation.

### Community Benefits of Complete Streets

There are many community benefits associated with implementing a Complete Streets approach. These benefits include:



#### SUSTAINABILITY

The implementation of Complete Streets prioritizes the construction of sustainable infrastructure, which will facilitate access to micro-mobility and active transportation while providing solutions for storm water management and opportunities to improve and protect local ecology.



#### HEALTH

Safety and comfort is pertinent to developing a successful transportation network. As the Complete Streets approach is context-sensitive and shares values with Vision Zero and Safe Streets policies, efforts to apply context-specific measures to minimize the traffic risks can be implemented to efficiently promote healthy living, physical activity and create safe, comfortable transportation conditions regardless of mode.



#### ACCESSIBILITY

As more streets transition to the Complete Streets concept, the approach will provide guidance on appropriate street design elements to facilitate direct, convenient travel and meet the needs of all-ages and abilities participating in Collingwood's transportation network. By applying Complete Streets, there will be opportunities to holistically approach future roadway projects to cover network gaps, and upgrade existing infrastructure to meet universally accessible provincial standards.



#### FLEXIBILITY

The Complete Streets approach offers flexibility and is sensitive to the context and requirements of individual roadways.

## 4. Key Considerations

This Policy has adopted and adapted the National Complete Streets Coalition's Elements of an Ideal Complete Streets Policy.

1. The policy must **establish a commitment to achieving goals and objectives** pertaining to Collingwood. The use of words such as *should*, or *will* should be used in the policy to ensure its consistent application.
2. The policy must specify that priority and consideration will be given to **users of all-ages and abilities on all modes** in street design.
3. The policy must apply to **all projects** including the construction of new and rehabilitated streets in **all phases**, including planning, design, construction, operation, and maintenance.
4. The policy must support the development of **a multi-modal network**. There is a need to balance modal needs within a transportation network to accommodate every-day use. Networks can complement each other by providing mode priority in specific, appropriate corridors.

5. The policy must refer to **design standards and guidelines** as the basis for implementation of the Complete Streets network. The policy can propose the adoption of Town-specific design standards and guidelines.
6. The policy must clearly acknowledge that **land-use context** is important in determining which Complete Streets elements are implemented in individual projects. Projects will be sensitive to the areas they are planned and built for.
7. The policy must consider the greater impact of each project's implementation on surrounding communities.
8. The policy must articulate **implementation strategies** for completing Complete Streets projects.
9. The policy must provide direction on **performance measures** to assess the performance of a Complete Street.
10. The policy must include an effective **implementation plan** made up of clear and concise steps to turn the policy into practice.

Policies that have been used as examples to guide the development of this policy for the Town of Collingwood include Complete Streets Policies from the following municipalities:

- Thunder Bay, Ontario
- New Tecumseth, Ontario
- Halifax, Nova Scotia

## 5. Complete Streets Implementation Process

Through the MMTP, the Town of Collingwood has adopted a Complete Streets approach that is centered on implementing measures to foster mode inclusivity and address all-ages and abilities needs while planning the design of new and rehabilitated streets. The policy proposes that the following five steps be applied to guide future Complete Streets projects:

PERFORMANCE  
MEASUREMENT

- 05** The success of a Complete Street is associated with the produced result of applied context sensitive strategies, measures and initiatives. After project completion, project performance should be measured through the evaluation of qualitative and quantitative attribute measures that correspond with project goals. By evaluating the performance of these elements, project performance will not only document accomplished goals but also provide valuable feedback for future projects.

DESIGN  
APPROVAL

- 04** The desired preliminary design should be recommended for approval from Town staff, stakeholders and the public.

PRELIMINARY  
DESIGN

- 03** A preliminary design should be developed to support and recognize existing planning directives and municipal priorities. In line with the Complete Streets approach, the preliminary design should address multi-modal street functionality, land-use context and consider human behavior to select appropriate design elements and infrastructure. Additional Complete Streets Guidelines and Toolkits could be developed by the Town to ensure that a conceived design meets standards and goals outlined in governing documents. Developing a preliminary design concept is the first step towards completing a recommended design. The design process for Complete Streets follows the bold keywords below.

**Ascertain** the needs and requirements of the cross-section based on elements from design guidelines (NATCO, TAC etc.) to address public concern and achieve the intended street functionality, project goals and objectives. Develop **Design** concepts and explore opportunities for contextual trade-offs and benefits based on budget and space constraints.

**Refine** design concepts and ensure that options fill gaps in the existing transportation system.

**Evaluate** appropriate concepts to incorporate in the functional design.

**Assess** the suitability of the concepts based on project goals and objectives as well as the intended street functionality and recommend if appropriate.

Iteratively **Modify** the design if significant trade-offs or changes could be implemented.

## ALIGNMENT

- 02** Overarching vision statements, plans, policies and procedures outlined in municipal and provincial documents should support and guide the development of Complete Street projects. Alignment with overarching vision statements, plans, policies and procedures highlights municipal priorities and opportunities to align planned rehabilitation projects with complete street construction. The project scope and goals of Complete Streets should also cater to public needs. Public input is valued to achieve success. Emphasizing public wants and needs is an integral step in developing a Complete Street that meets the public's general expectations and resolves concerns. Including the public helps identify areas of improvement, network gaps and determine **what matters most** to maintain a balanced, safe and functional transportation network for diverse communities of all-ages and abilities.

CONTEXT  
IDENTIFICATION

- 01** The characteristics of a Complete Street are defined by the travel needs of the surrounding land-use context. To understand user needs, network deficiencies and requirements, it is pertinent to understand how the context influences how a street functions in terms of either creating social, commercial or recreational spaces, or providing access to destinations. As such, creating an effective Complete Street relies on identifying **mode priorities** and **street type**. Data should be collected to provide baseline information on existing traffic, geometric and urban design conditions to estimate travel behavior and thereafter provide suitable infrastructure.

## 6. Complete Streets Design Elements

Universal design standards for Complete Streets do not exist. Complete Streets are conceptually context-sensitive roads that are designed to facilitate the local needs of road users within specified land-use contexts. Collingwood has developed directives and policies within the 2023 OP and 2024-2028 Strategic Plan, as well as the 2010 Urban Design Manual to present strategies towards adopting a “Complete Streets” approach for future road design. With assistance from provincial, federal and international resources, Collingwood has been able to establish a framework for developing Complete Streets and thereafter propose design elements that support the Town’s vision, goals and land-use context. The resources below are examples that provide design guidance on selecting Complete Streets design elements.

- Geometric Design Guide for Canadian Roads, Transportation Association of Canada (2017), provides guidance on designing cross-sectional elements.
- Ontario Traffic Manual (OTM) Book 15, Pedestrian Crossings (2016) and OTM Book 18, Cycling Facilities (2021), focuses on the selection and design of appropriate pedestrian and cycling facilities.
- Canadian Guide to Neighbourhood Traffic Calming, Transportation Association of Canada (1998).
- City of Ottawa Protected Intersection Design Guide (2021), providing guidance on developing safe intersections for Complete Streets.
- Urban Street Design Guide, NACTO (2014), which provides direction for inclusive, multi-modal urban environments.
- Urban Bikeway Design Guide, NACTO (2024), which provides direction for inclusive, multi-modal urban environments.
- All ages-and abilities Framework, NATCO (2017), provides guidelines for developing inclusive cycling infrastructure

Descriptions of typical boulevard and roadway elements for Complete Streets are described in the tables below. These are typical elements pertaining to Complete Streets that may be incorporated in Collingwood’s Complete Streets

### Boulevard Elements

| Element           | Description                                                                                                                                                                                                                                                                                                                                                                                                                                          |
|-------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Sidewalk          | <p>Sidewalks are safe, accessible environments for pedestrians. To ensure optimal connectivity, sidewalks should be provided on at least one side of the street in urban areas and on both sides of the street in commercial areas. Sidewalks should also include adequate crossing facilities to permit connections between streets and destinations.</p> <p>Sidewalks should have a minimum width of 1.5 to 1.8 m for preferred accessibility.</p> |
| Multi-Use Pathway | <p>Off-road, separated facilities for pedestrians, cyclists and other non-motorist road users are designated multi-use pathways. These are located in various places; either within a street boulevard or around parks and natural spaces. Multi-use pathways can replace sidewalks and provide recreational and utilitarian service.</p> <p>These spaces are often designed as bi-directional paths with a minimum width of 3.0m.</p>               |
| Cycle Tracks      | <p>Cycle tracks are physically separated bikeways. These are exclusively designated for cyclists and are predominantly located adjacent to sidewalks. The physical separation is usually created using i.e. flexible bollards, planters, curbs, parking lanes. Cycle tracks can be either uni- or bi-directional.</p> <p>The recommended minimum width for a uni-directional cycle track is 2.0 m.</p>                                               |

| Element                             | Description                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
|-------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Transit Facilities                  | <p>Transit facilities are found within a boulevard, beside planting and street furniture. A transit facility could include mobility pads, seating, wayfinding, signage, garbage bins, shelters etc. These facilities should not obstruct cyclists, pedestrians, or any other mobility participants.</p> <p>There are no general, minimum requirements for transit facilities. However, AODA compliance and a general understanding of local conditions is important when developing these spaces for Complete Streets.</p>                                                                         |
| Planting and Furnishings            | <p>Planting and furnishing zones are located between the sidewalk and roadway. These zones could provide a buffer between vehicular traffic, and pedestrians and cyclists. Plantings and furnishings include benches, garbage bins, landscaping, trees, planters, streetlights and street art.</p> <p>There are no general minimum requirements for implementing planting and furnishing on Complete Streets. Collingwood's Urban Design Manual could be consulted to ensure that prospective projects are aligned with the current vision, goals and directives.</p>                              |
| Edge Zone/<br>Vehicle Step-out Zone | <p>An edge zone creates a boundary zone between the roadway and boulevard. Where on-street parking is present, this zone provides a paved pedestrian zone for passengers to enter and exit vehicles.</p> <p>General requirements recommend a minimum width of 0.75 m.</p>                                                                                                                                                                                                                                                                                                                          |
| Wayfinding                          | <p>Wayfinding is informational signage that is used to help people navigate space. Both commercial and recreational locations should be highlighted on this signage to guide road-users to key destinations.</p> <p>Design requirements for wayfinding are minimal, but it is important that the developed signage is AODA compliant and that colour and design elements are applied to enhance the signage efficiently.</p>                                                                                                                                                                       |
| Low Impact Development (LID)        | <p>LID is a stormwater control approach that uses the creation of a hydraulically functional landscape to mimic the natural area. By using infiltration, temporary storage, evapotranspiration and/or stormwater reuse strategies, LID controls and manages stormwater run-off through the development of bioretention facilities within street right-of-way.</p> <p>LID can be implemented wherever possible to decrease stormwater loads on the municipal system and improve water quality. The application of LID measures will strengthen Collingwood's resilience towards climate change.</p> |

## Roadway Elements

| Element             | Description                                                                                                                                                                                                                                                                                                                                                                               |
|---------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Vehicle Travel Lane | <p>Vehicle travel lanes provide right-of-way for motorized passenger vehicles, trucks and transit.</p> <p>Typically, desired lane widths vary between 3.3 to 3.5m. To promote slower speeds, vehicle lanes could be as narrow as 3.0 m. Conventional buses require minimum width of 3.5 m.</p>                                                                                            |
| Parking Lane        | <p>Parking lanes create designated areas for on-street parking. On-street parking is usually located beside businesses and residences, where the primary function is to provide access to destinations, create a buffer between pedestrians and roadways, and also serve as a traffic calming measure.</p> <p>Both angled and parallel parking should be considered based on context.</p> |

| Element                           | Description                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
|-----------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Flex Spaces                       | On-Street parking spots that abut commercial developments can be used as flex spaces. Flex spaces are designated multi-purpose areas that use on-street parking as sidewalk extensions or patio-space during summer months when appropriate.                                                                                                                                                                                                                                                   |
| Loading Area                      | Loading areas are considered as alternatives to parking spaces. These accommodate high frequencies of deliveries in downtown and commercial areas where parking is limited. The implementation of designated loading areas reduces the chance of blocking critical travel lanes for both motorized and non-motorized street users.                                                                                                                                                             |
| Bike Lane                         | Bike lanes are conventional cycling facilities that have been designated through the application of pavement markings or signage. These lanes are exclusively for cyclists and are separated from motorized vehicles and other road participants by a white painted line.                                                                                                                                                                                                                      |
| Protected Bike Lanes/Cycle Tracks | Protected Bike lanes/Cycle tracks are physically separated cycling facilities that are exclusively designated for cyclists. The physical separation can be elevated and is usually created using i.e. flexible bollards, planters, curbs, parking lanes.                                                                                                                                                                                                                                       |
| Paved Shoulders                   | Paved shoulders provide space outside vehicular travel space for cyclists and pedestrians based on acceptable daily traffic volumes.                                                                                                                                                                                                                                                                                                                                                           |
| Traffic Calming                   | Traffic Calming refers the application of physical measures to decrease vehicle speeds and improve safety conditions for non-motorized street users. Traffic Calming measures that are commonly applied include the application of speed humps, speed cushions, chicanes, pavement markings, automated speed enforcement and speed signage. These measures should be incorporated in Complete Streets design to appropriately accommodate the needs of multiple modes on a multi-modal street. |

## 7. Complete Streets Typology

Street typologies categorize streets beyond their functional road classification, thereby distinguishing streets to account for the surrounding land-use context, desired uses and users within a corridor. Applying a typology provides additional direction towards determining key design attributes to identify competing modal priorities and further modernize classification systems to account for both linkage and place-making qualities of a street.

As such, a street typology connects the many components of a street to define ideal Complete Streets characteristics that may facilitate safe, connected travel for all modes on all roads. Complete Streets ideally aim to facilitate multi-modal travel wherever possible. However, due to right-of-way constraints, the possibility of achieving multi-modal travel throughout an entire network is unlikely. It is therefore necessary to identify appropriate routes to promote convenient, mode-specific travel. Contrary to what this may seem like, this is not concerned with favouring one mode over another, but more about specifying modal priorities within the overall transportation network so that pedestrians, cyclists, public transit users and vehicular travellers can co-exist safely and comfortably. For example, this could entail prioritizing separated facilities on high-volume corridors with pedestrians, cyclists and vehicles present, providing sidewalk connections in transit-heavy locations and residential areas, or further establish pedestrianized spaces around plazas and outdoor recreational areas.

By focussing on modal priorities, linkage and place-making qualities, street typologies reflect the relationship between street purpose, function and land-use context, where user needs are addressed to ensure satisfactory travel conditions.

### 7.1 Simcoe County Street (Road) Typologies

Based on the 2014 Simcoe County Transportation Master Plan (TMP), the 2023 Simcoe County TMP update uses context-specific street (road) typologies to support the development of Complete Streets within the County. The following street (road) typologies have therefore been identified (MMM Group, 2014):

- **Rural** – High speed roadways connecting communities throughout the County;
- **Rural Settlement** – Characteristics are similar to a rural environment with localized low-density development in sections along the corridor;
- **Urban Commercial** – Supported primarily by commercial and large format retail development;
- **Urban Village Core** – A roadway around which a community is developed involving commercial, retail and residential;
- **Urban Main Street** – Supported by mixed-use development with a focus on retail in urban communities; and
- **Urban Industrial** – Primarily services industrial employments centres.

### 7.2 Collingwood Street Typologies

The Town of Collingwood continues to use the following road classes in the 2023 OP:

- Provincial Highway;
- County Roads;
- Arterial Roads;
- Collector Roads; and

- Local Roads.

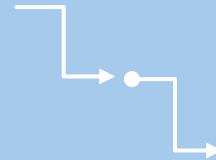
These are general road classes that do not necessarily follow the context specific approach covered within Complete Streets. However, the identified road classes within the 2023 OP still promote a hierarchy of roads that facilitates the desired movement of people and goods, where the established classification distinguishes roads according to their ultimate desired function.

To increase the compatibility of Collingwood's current road classification system with Complete Streets, street typologies should be considered and potentially introduced. The adoption of street typologies would broaden the current classification system and propose street-typologies to connect the modal needs and requirements of Collingwood's general road classification to their unique land use characteristics. By matching land-use context to road class, Collingwood would strengthen their ability to more efficiently develop a balanced network that prioritizes multi-modal needs around downtown, commercial and recreational areas, or even within neighbourhoods around the historical tree-streets. In so, Collingwood would be prepared to meet minimum context specific requirements to develop a reliable network for all users.

Using typologies outlined first proposed in the 2014 Simcoe County TMP, Collingwood could propose the following, similar street typologies to support a context specific approach for future Complete Street development:

- Rural Neighbourhood Residential Street (**Local**)
- Neighbourhood Residential Street (**Local**)
- Neighbourhood Connector Street (**Local, Collector**)
- Urban Commercial Street (**Collector, Arterial**)
- Urban Main Street (**Collector, Arterial**)
- Urban Industrial/Employment (**Local, Collector, Arterial**)
- Rural Industrial (**Arterial, County Road, Provincial Highway**)

Knowing when, where and how to implement a complete design can be challenging. Here are 5 implementation strategies that could go a long way...



Prioritize completing network gaps in new projects



Align new Complete Streets projects with planned road rehabilitation projects



Improve intersection safety conditions by providing curb extensions, bulb-outs etc.



Implement transit priority measures and improve pedestrian access to transit facilities



Provide Accessibility for Ontarians with Disabilities Act (AODA) friendly wayfinding and street infrastructure

## 8. Policies & Actions

Through the Town of Collingwood's MMTP and 2023 OP, this Complete Streets Policy has been developed to provide directives for the development of Complete Streets in Collingwood. This policy provides direction in four categories that are intended to guide implementation, facilities selection, place-making and maintenance decisions. Essentially, the policy is developed to be applicable on all new and existing streets, and is expected to guide all stages of development, from initial plans to completion. As the development of a Complete Street is an iterative process, this policy will provide consistency as well as actions to create a streamlined process to implement Complete Streets across Town. Through consultation with this policy, Collingwood's street network will be upgraded to accommodate the needs of all road users and meet long-term goals outlined in the MMTP, 2023 OP and 2024-2028 Strategic Plan.

### Key Actions

**Action 1:** Adopt the Complete Streets Policy, including the addition of street typologies and how they will be assigned and governance for updates.

**Action 2:** Prepare a *Complete Streets Guide* to provide guidelines to guide the development of Complete Streets in the Town of Collingwood.

**Action 3:** Review annual road rehabilitation projects to identify and align Complete Street projects with planned rehabilitations and work towards improving access to sidewalks, crosswalks, cycling facilities and transit locations.

**Action 4:** Bi-annually allocate funds towards incorporating Complete Street features.

**Action 5:** Ensure maintenance standards follow the Town of Collingwood's Maintenance Policies and O.Reg. 239/02 and provide maintenance for modes.

**Action 6:** Update existing policies pertaining to Transportation Demand Management and Planning to ensure that Complete Streets are integrated into all future road projects.

### Facilities

The facilities developed for Collingwood's Complete Streets will prioritize the needs of all road users. However, as Complete Streets are context specific, efforts will be made to accommodate users appropriately by selecting appropriate designs to allocate more right-of-way to active transportation and facilitate accessible travel for all-ages and abilities.

**Action 7:** Develop a *Complete Streets Toolkit* to provide a step-by-step process and checklist to determine appropriate facilities and features for implementation based on existing, local conditions.

**Action 8:** Develop and adopt Complete Street typologies based on local context and road classification to enhance Complete Street development and appropriately prioritize and accommodate modes at specific network locations.

**Action 9:** Select appropriate street designs and features based on the desired function of an identified corridor.

**Action 10:** Increase active travel mode shares by covering network gaps on sidewalks and cycling facilities.

### **Place-making**

The development of Complete Streets provides an opportunity to highlight Collingwood's values and signify their rich, cultural and natural background. Considerations will therefore be made to incorporate street furniture, art, etc., to create a sense of place on streets that can be identified as places.

**Action 11:** Identify streets that can be considered as "places" and develop procedures to transform and enhance these streets into attractive, comfortable places.

**Action 12:** Apply progressive international and Canadian best practices to develop designs.

**Action 13:** Support street-art and the implementation of street revitalization projects such as art-installations, pavement paintings and temporary infrastructure for community events to enhance the use of streets as a public space.

**Action 14:** Prioritize active transportation initiatives on streets with identified place-making characteristics.

### **Performance**

The implementation of Complete Streets will be an ongoing, iterative process where constructed design elements and facilities will be evaluated to monitor the performance of a project. The performance will be measured using mode-specific measures that will observe mode share changes and facility usage over time.

**Action 15:** Establish performance indicators to evaluate the performance of a Complete Street

**Action 16:** Adopt Multimodal Level of Service (MMLOS) standards to evaluate existing streets and determine levels of service targets for active and vehicular transportation.