Complete Streets Policy

Policy Number:	**TBD**
Applies to:	TBD
Approval Date:	Click or tap to enter a date.
Revision Date(s):	
Approval Authority:	Choose an item.

1. Policy Statement

The Town of Collingwood is committed to adopting street design practices that foster mode inclusivity and address all ages and abilities needs while planning the design of new and rehabilitated streets.

2. Purpose

The purpose of this policy is to establish a holistic, context-sensitive approach to street design and maintenance that aims to improve the comfort and safety of all ages and abilities for all modes of travel. As the development of a Complete Street is an iterative process, this policy will provide a consistent approach to developing Complete Streets within the Town of Collingwood.

3. Definitions

- “Context Specific Design” is an interdisciplinary approach to street design that considers the unique characteristics of a location when selecting appropriate transportation facilities for implementation.
- “Mode Inclusivity” describes a transportation system where everyone regardless of age, ability, socioeconomic standing can access and use all available transportation options safely
- “Place-Making” is the process of revitalizing public spaces to foster community, economy and culture.
- “Street Typologies” distinguishes streets based on the surrounding land-use context, function and mode priority.

4. Scope

The Complete Streets Policy provides best practices for developing Complete Streets in Collingwood. An implementation process, design elements, street typologies and actions are presented to create a framework that integrates land use and street design to guide road design and operation.

5. Principles of the Policy

This Policy has adopted and adapted the National Complete Streets Coalition's Elements of an Ideal Complete Streets Policy, which details the following:

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.

6. Policy

Complete Streets Implementation Process

Through the 2026 Master Mobility and Transportation Plan, 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 following five steps should be applied to guide future Complete Streets projects:

i. Context Identification

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 in order to predict travel behaviour and thereafter provide suitable infrastructure.

ii. Alignment with Existing Visions, Plans, Policies & Procedures

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.

iii. Preliminary Design Concepts

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 behaviour 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. The design process should be conducted iteratively to achieve an appropriate design concept.

- **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.

iv. Design Approval

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

v. Performance Measurement

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

Complete Streets Design Elements

Complete Streets are conceptually context-sensitive roads that are designed to facilitate the local needs of road users within specified land-use contexts. Directives and policies within the 2024 Operational Plan and 2024-2028 Community Based Strategic Plan, as well as the 2010 Urban Design Manual present strategies towards adopting a “Complete Streets” approach for future road design. With assistance from provincial, federal and international resources, a framework has been established 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) focus 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	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. Sidewalks should have a minimum width of 1.8 for preferred accessibility.
Multi-Use Pathway	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. These spaces are often designed as bi-directional paths with a minimum width of 3.0m.
Cycle Tracks	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 items such as flexible bollards, planters, curbs, parking lanes. Cycle tracks can be either uni- or bi-directional. The recommended minimum width for a uni-directional cycle track is 2.0 m. The recommended minimum width for a bi-directional cycle track is approx. 4.0 m.

Element	Description
Transit Facilities	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. 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.
Planting and Furnishings	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. There are no general minimum requirements for implementing planting and furnishing on Complete Streets. Collingwood's Urban Design Manual shall be consulted to ensure that prospective projects are aligned with the current vision, goals and directives.
Edge Zone/ Vehicle Step-out Zone	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. General requirements recommend a minimum width of 0.75 m.
Wayfinding	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. 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.
Low Impact Development (LID)	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

Element	Description
	stormwater run-off through the development of bioretention facilities within street right-of-way. 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.

Roadway Elements

Element	Description
Vehicle Travel Lane	Vehicle travel lanes provide right-of-way for motorized passenger vehicles, trucks and transit. Typically, desired lane widths vary between 3.3 to 3.5m. To promote slower speeds, vehicle lanes could be as narrow as 3.0m. Conventional buses require minimum width of 3.5 m.
Parking Lane	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. Both angled and parallel parking should be considered based on context.
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.

Element	Description
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 items such as 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, 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.

Complete Streets Typologies

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.

To increase the compatibility of Collingwood's current road classification system with Complete Streets, street typologies should be 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.

Using typologies outlined first proposed in the 2014 Simcoe County Transportation Master Plan, the Town of Collingwood adopts 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)**

Actions

Actions intended to guide implementation, facility selection, place-making and maintenance are divided in three categories. The three categories include: **Regulation & Funding**, **Facilities** and **Place-making**. 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.

Regulation & Funding

Action 1: 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 2: Allocate funds towards incorporating Complete Street features.

Action 3: Review the Town of Collingwood's Maintenance Policies and ensure alignment for all transportation modes.

Action 4: Review and update existing policies and implementation documents such as the Urban Design Manual, Zoning By-law, Development Standards, etc. to ensure that Complete Streets are integrated into all future road projects.

Facilities

Action 5: Consult Complete Streets and Multi-Modal Level of Service guidelines from Ontario Traffic Council, Transportation Association Canada, Institute of Transportation Engineers for implementation guidelines based on existing, local conditions.

Place-making

Action 6: Identify streets that can be considered as "places" and develop procedures to transform and enhance these streets into attractive, comfortable places.

Action 7: Apply progressive international and Canadian best practices to develop designs.

Action 8: 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 9: Prioritize active transportation initiatives on streets with identified place-making characteristics.