

To: Warden and Members of County Council

From: Director of Public Works

2024 Transportation Master Plan

RECOMMENDATIONS

1. That County Council endorse, in principle, the draft 2024 Transportation Master Plan as the recommended transportation strategies, policies, and project timelines to meet Oxford's growth needs to 2046, as well as continuing to provide sustainable and safe infrastructure;
2. And further, that County Council direct Staff to file a Notice of Completion and commence the 45-day public review period as required under the Municipal Class Environmental Assessment (MCEA) process.

REPORT HIGHLIGHTS

- The purpose of this report is to seek County Council's endorsement, in principle, of the draft 2024 Transportation Master Plan (TMP) which provides a strategic roadmap to provide transportation services based on existing needs, and that accommodate future growth.
- The draft 2024 TMP has identified transportation infrastructure requirements to accommodate projected population and employment growth to 2046 in accordance with 2020 Provincial Policy Statement and the County's approved Phase I Comprehensive Review (2020), while ensuring service continuity to existing settlement areas.
- The draft 2024 TMP is centered around five key strategies (Road Network, Active Transportation, Goods Movement, People Movement, and Transportation System Sustainability and New Technologies) and provides a multi-year implementation plan (2024 to 2046) that supports a safe, efficient and sustainable multi-modal transportation network for the movement of people and goods into and throughout the County.
- A comprehensive public consultation and engagement campaign was undertaken throughout the MCEA process. The process involved meaningful consultation with Community Members, Area and Neighbouring Municipalities, Government Agencies, Indigenous Communities, Economic Development groups, public interest groups, businesses and other stakeholders. Following the potential issuance of the Master Plan Study Notice of Completion, the final consultative stage will include a 45 day review opportunity for all interested parties to comment on the draft TMP Study Report.

Implementation Points

Upon Council approval, Staff will proceed to issue and file a Notice of Completion for the draft 2024 TMP. Printed copies of the draft Final TMP report will be available upon request, as well as posted to the Oxford County website and online engagement hub at *Speak Up, Oxford!*.

Following a 45 day public review period and subject to comments received, the 2024 TMP Class Environmental Assessment (Class EA) Study Report can be finalized and filed.

It is recognized that the 2024 TMP proceeded under Approach 1 of the MCEA process and does not address MCEA requirements for Schedule B and Schedule C projects. Class EA Studies for these applicable projects, as identified in the TMP, will be carried out in greater detail in the future at which time the public, agencies, and Indigenous Communities will be provided an opportunity for ongoing review and consultation on the same.

Financial Impact

There are no financial impacts to the 2023 Business Plan and Budget based on the recommendations contained within this report.

Once finalized, the TMP will become an input to the County's 2024 Transportation Development Charges Technical Study which will inform the upcoming 2024 Development Charges Background Study. It is anticipated that the approved growth forecast to 2046 and the associated capital implementation plan may be further refined through the ongoing 2024 Development Charges process.

Future implementation of projects identified in the 2024 TMP will be considered by County Council through the annual budgeting process to which approved projects will be integrated within the County's 2022 Asset Management Plan which focuses on lifecycle needs of existing projects and incorporates the needs of growth projects identified in the Development Charges Background Study.

Increases to the level of services provided, or addition of new services, are not explicitly accounted for within the annual contribution to reserves. It is likely that additional funding and staff resourcing will be required to implement all projects identified in the TMP, including the use of long-term debenture funding, and possible prioritization of service projects over lifecycle projects to accommodate funding limitations. Staff will seek out additional funding opportunities wherever possible.

Communications

As noted in Report No. [PW 2022-46](#), an extensive public consultation and engagement program was carried out during the development of the 2024 TMP in order to provide meaningful opportunities for public, Area Municipality, Indigenous communities, Government Agencies and stakeholder input. This feedback and input was received and summarized in the draft 2024 TMP Report.

Public consultation on the 2024 TMP was undertaken through a range of tools to seek feedback from Oxford's various communities and demographics as follows:

- **Speak Up, Oxford!** This serves as the engagement hub for consultation. It was published in March 2022, with 3,100 total visits to the site since its launch.
- **Feedback surveys, interactive maps and question form:** Together, the interactive tools solicited input from 2,218 visitors who reviewed information or participated in feedback forms (surveys), interactive maps, and/or questions tool. A total of 273 users visited the interactive maps, with 28 different users leaving a total of 53 inputs. A total of 285 visitors viewed the feedback surveys, with 96 contributors completing the surveys. There were also 831 downloads of documents (public notices, Public Consultation Centre presentations, etc.) by 476 visitors to this section.
- **Public Consultation Centre (PCC) #1:** Taking place on September 27, 2022, this event drew approximately 20 participants over a two-hour discussion (see Comments section, "*Public Consultation Centre #1*"). The posted recording had 78 views since posting.
- **PCC #2:** Taking place on March 21, 2023, this event drew approximately 20 participants over a nearly two-hour discussion (see Comments section, "*Public Consultation Centre #2*"). The posted recording has had 84 views since posting.
- **"Pop-up" events:** These in-person events provided an opportunity for members of the public to speak directly with the project team. PCC #1 events included Canada's Outdoor Farm Show, Ingersoll Town Council Chambers, and Tillsonburg Ribfest in the Fall of 2022. PCC #2 events included opportunities for in-person engagement at the Town of Ingersoll Council Chambers on March 23, 2023, the Oxford County Council Chambers in Woodstock on March 28, 2023, and the Town of Tillsonburg Council Chambers on March 30, 2023 (see Comments section, "*Public Consultation Centre #2.*")
- **Print advertising:** For audiences that prefer to receive news through newspapers and community publications, information on how to provide input was outlined in 22 **print ads** and **public notices** between July 15, 2022 and March 16, 2023. Publications encompassed the *Oxford Review*, *Norfolk-Tillsonburg News*, *Woodstock Sentinel Review*, *Ayr News*, *Wilmot-Tavistock Gazette*, *St. Marys Independent*, *What's On Woodstock* and *Village Voice Oxford* editions.
- **Radio ads:** Radio campaigns for both consultation phases in Woodstock (104.7 Heart FM), Tillsonburg stations (Country 107.3 / Easy 101.3) and CJCS Stratford.
- **Digital (web) and social media ads:** There was extensive online advertising throughout both consultation phases encompassing Facebook and Instagram for social media and digital advertising on popular websites geo-targeted to Oxford County residents. "Organic" (non-paid) postings on the County's social media pages has been ongoing.
- **Media:** The engagement campaigns included a **news release** and posts to the Oxford County **website**.
- **Stakeholder consultation sessions:** Facilitated by the project team, sessions with Area Municipalities, community partners and other key stakeholders (economic development groups, transit authorities) ensured those impacted by the 2024 TMP were informed about the process and were given opportunity to provide input.

Speak Up, Oxford! will continue to serve as an engagement hub leading up to the release of the 2024 TMP and will include public notices and news releases, public meeting recordings and presentations, council reports and project contact information.

Report No. PW 2023-32, along with any potential amendments, will be circulated to all of the County's Area Municipalities for information.

Strategic Plan (2020-2022)

					
WORKS WELL TOGETHER	WELL CONNECTED	SHAPES THE FUTURE	INFORMS & ENGAGES	PERFORMS & DELIVERS	POSITIVE IMPACT
1.i. 1.ii.	2.i. 2.ii.	3.iii.	4.i. 4.ii.	5.ii.	

DISCUSSION

Background

As noted in Report No. PW 2022-46, the draft 2024 TMP was developed as a strategic planning document that prescribed Oxford County's comprehensive long-term transportation network strategies that will support existing needs and accommodate future growth in population and employment through to the year 2046 in accordance with the 2020 Provincial Policy Statement and the County's approved Phase I Comprehensive Review (2020).

The draft 2024 TMP was undertaken in accordance with the MCEA process for Master Plans (Appendix 4, Approach #1 of the MCEA, October 2000, as amended in 2007, 2011, 2015 and 2023). Accordingly, the draft 2024 TMP considered all reasonable transportation network alternatives and developed a preferred alternative that offered the lowest potential impacts on the natural, cultural, social and economic environment of the community.

Overall, community feedback received through the Public consultation and engagement campaign indicated general support for the TMP strategy. The feedback centered around transportation system service provisions, feasibility and cost effectiveness related to the following parameters:

- Transportation system connectivity;
- Multi-modal transportation choices;
 - Active transportation,
 - Public transit, and
 - Transportation Demand Management (carpooling, work from home, etc);
- Accessibility and mobility;
- Road network asset management;
- Goods movement;
- Road safety, traffic calming, speed management; and
- New technologies/carbon footprint.

Policies and Plans

The TMP has been developed within the context of previous and ongoing land use and transportation planning initiatives undertaken by Oxford County, including:

- Oxford County Transportation Master Plan (2019);
- Oxford County Official Plan (1995, as amended);
- Oxford County Phase One Comprehensive Review (2020);
- Oxford County Strategic Plan (2020);
- Cycling Master Plan (2021);
- Trails Master Plan (2014);
- Renewable Energy Action Plan (2022);
- Asset Management Plan (2022);
- New Directions – Advancing Southwestern Ontario’s Public Transportation Opportunities (2016);
- Empowering Ontario’s Short Line Railways (2017);
- Steel Corridors of Opportunity – Maximizing the Benefits of Southwestern Ontario’s Freight Railways (2018); and
- SouthwestLynx – Integrated High-Performance Public Transportation for Southwestern Ontario (2018).

Comments

Commuter Travel Patterns

The predominant data source for assessing County travel patterns was StreetLight data. StreetLight uses several data sources to develop a vehicle traffic model. Data sources used in the model include mobility data from location-based service trips, connected vehicles, navigation GPS trips, and telecommunications data, as well as contextual data such as demographic, weather, road network, and traffic data.

StreetLight allows users to select locations, known as “zones”, in which a wide range of metrics can be derived from any trip that originates in, has destinations in, or passes through that zone. Zones include geographic regions or “gates” which are placed on roads to assess all trips that travel through a specific location. For the purposes of this report, the metrics utilized were origin-destination patterns between geographic regions and vehicle volumes through gates.

Origin destination data has been obtained from StreetLight, allowing for an analysis of trips to, from, and within Oxford County. Consistent with the 2019 base year used for the road network model, 2019 data is presented below. Intra-Regional (within the County) Origin and Destination Travel Trends and Inter-Regional (into/out of the County) Origin and Destination Travel Trends are illustrated below in Table 2, and Figure 1, respectively.

Table 2 – Intra-Regional (County) Origin and Destination Travel Trends

		Origin							
		Woodstock	Tillsonburg	Ingersoll	Norwich	Zorra	East Zorra-Tavistock	South-West Oxford	Blandford-Blenheim
Destination	Woodstock	243,333	1,842	8,143	6,157	3,087	8,554	6,416	2,881
	Tillsonburg	1,965	69,054	1,593	3,205	237	68	3,701	21
	Ingersoll	9,139	1,455	71,991	443	4,214	376	6,685	120
	Norwich	7,321	3,456	507	20,050	244	274	1,245	210
	Zorra	3,591	397	4,681	234	15,421	671	808	102
	East Zorra-Tavistock	9,628	54	422	190	710	16,652	340	1,144
	South-West Oxford	8,149	4,194	7,419	1,291	743	370	6,931	122
	Blandford-Blenheim	3,593	23	161	224	117	1,235	95	7,445

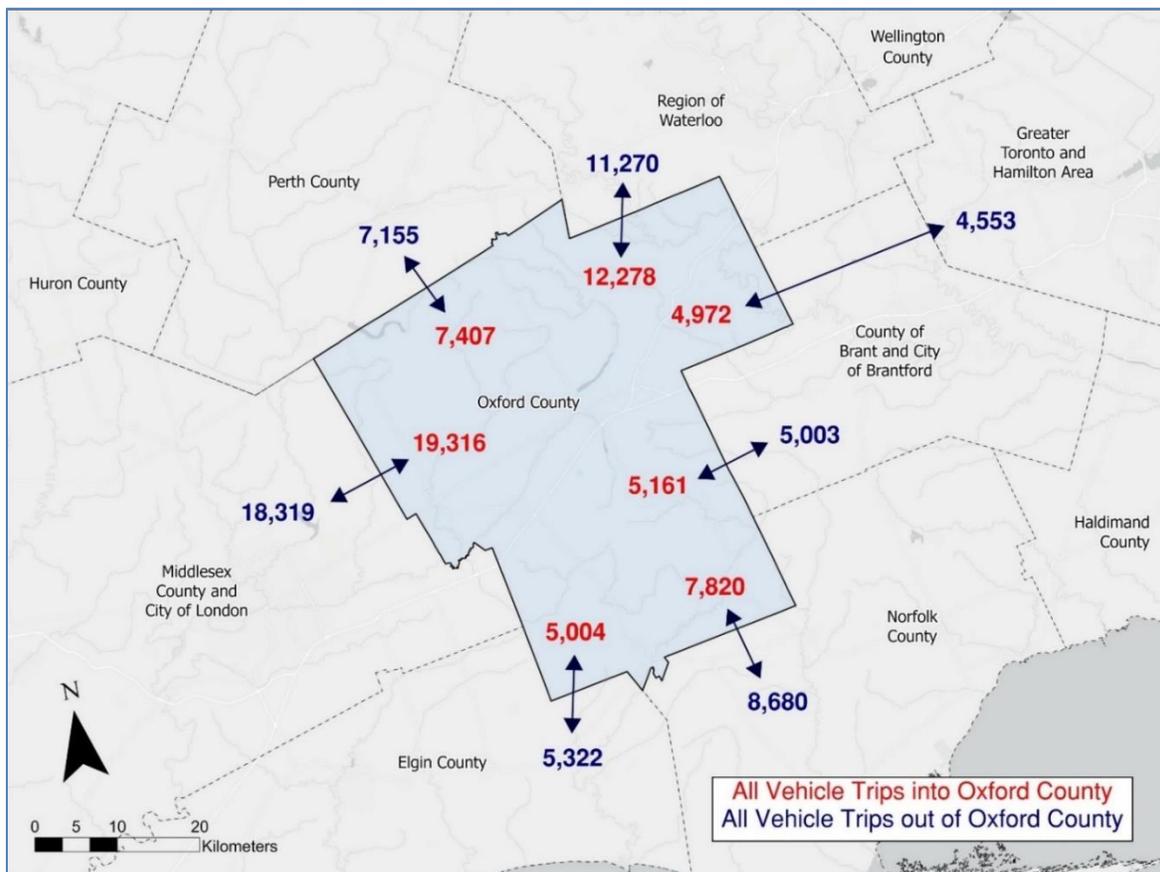


Figure 1 – Inter-Regional Origin and Destination Travel Trends

Of note, most trips that originate in Oxford County end within Oxford County, with the most frequent destinations being the large urban centres of Woodstock, Ingersoll and Tillsonburg. The most frequent destinations for trips originating in Oxford County that are destined outside the County are Middlesex County, the Region of Waterloo, and Norfolk County.

The same pattern is observed when reviewing the trip patterns where Oxford County is the destination. The most frequent origin of trips destined for Oxford County from within the County start in the urban centres. For trips destined for Oxford County which begin outside the County, the same surrounding municipalities of Middlesex County, the Region of Waterloo and Norfolk Counties have the highest trips originating in them.

These findings serve to further justify the importance of transportation system connectivity across all municipalities within Oxford County as well as inter-regionally.

Transportation Mode Share

The 2021 Census provided the most recent mode share figures, and indicates the auto/ single driver comprises the majority of trips, while carpooling/work from home (transportation demand management), walking/cycling (active transportation) and bus/rail (public transit) make up the remaining portion of trips.

However, given the impacts of the COVID-19 pandemic and ongoing stay at home restrictions, the share of work from home (WFH) has notably increased in recent years. For use in the TMP's future network assessment, and to establish a baseline for mode share moving forward, a revised rate was developed which considered the lifting of COVID-19 restrictions and the partial return to pre-pandemic travel patterns with more people returning to the office, while also reflecting the new normal of an increase in hybrid work. The 2024 TMP baseline transportation mode share is shown below in Figure 2.

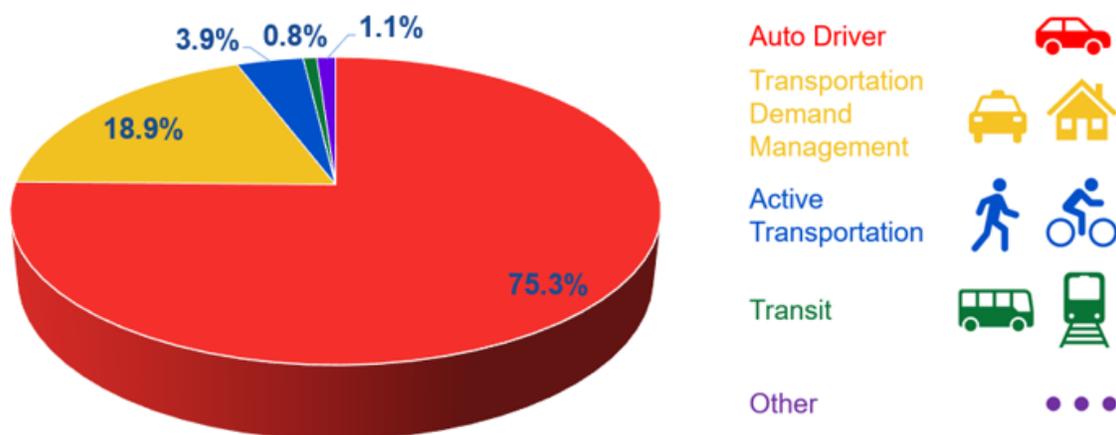


Figure 2 – 2024 Transportation Mode Share Baseline

Of note, transportation demand management and active transportation mode choices in Oxford County have been reasonably effective in reducing the demand for single vehicle auto trips. The degree of carpooling is similar to many neighbouring municipalities while the active transportation mode share is consistent with that of other municipalities comprised of rural and smaller urban areas. Bus and rail public transit opportunities continue to struggle as a viable transportation mode option due to affordability, inadequate service frequency and routing, and lack of inter-community connectivity.

As part of the 2024 TMP, the County has set a strategic target to achieve a 4.8% reduction for auto/single driver mode share by 2046. Corresponding increases in mode shares for active transportation and bus/rail public transit are envisioned to support this target goal. The County's 2046 mode share targets are included below in Figure 3.

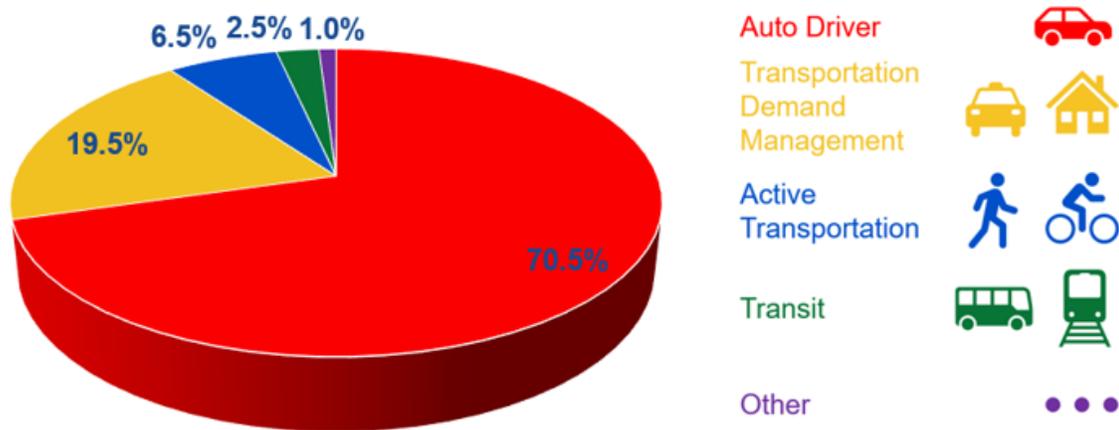


Figure 3 – 2046 Transportation Mode Share Targets

Preferred TMP Strategy to 2046

A number of alternative solutions to address existing and future demands on the County's transportation network were evaluated against environmental, social, economic and transportation service criteria.

From this analysis, a preferred TMP strategy and multi-year implementation plan (2024 to 2046) was developed. The preferred TMP strategy to 2046 is envisioned to promote multi-modal mobility and the long term sustainability of the overall transportation system.

A high-level executive summary of the draft 2024 TMP strategies, associated key actions and implementation plan is provided in Attachment 1. The complete final draft 2024 TMP Report can be viewed on the project webpage at <https://speakup.oxfordcounty.ca/2024tmp>.

The preferred TMP includes, but is not limited to, the following key strategies and their corresponding initiatives:

i) Road Network Strategy

- Ongoing implementation of Road Infrastructure Improvements (road widening/urbanization, intersection upgrades, bridge and culvert replacements, railway crossing enhancements, etc.) and studies (network performance studies, intersection feasibility studies, Class EA studies etc.);
- Maximizing road safety through continued speed management and traffic calming, collision database monitoring, community safety zones;
- Ongoing initiatives to promote Transportation Demand Management (carpooling, telecommuting, flexible work hours, etc.) in order to reduce future travel demand and potential need for road widenings/expansions; and
- Continued monitoring of the County road network to ensure adequate Traffic Control and Levels of Service are provided.

ii) Active Transportation Strategy

- Expanding cycling infrastructure through implementation of the 2021 Cycling Master Plan (including ongoing provisions for wider asphalt platform for on-road cycling as part of regular road resurfacing programs);
- Expanding and focusing on creating enhanced pedestrian infrastructure; and
- Updating the 2014 Trails Master Plan.

iii) Goods Movement Strategy

- Ongoing infrastructure provisions to accommodate transport trucks and agricultural machinery while promoting accessibility and route connectivity;
- Ongoing advocacy support for regional coordination of freight rail and strategic investments; and
- Developing a Goods Movement Strategy including a goods priority network.

iv) People Movement Strategy

- Ongoing implementation of County-wide Speed Management, Traffic Calming and Road Safety Program;
- Ongoing advocacy support for integrated Intra-Regional and Inter-Regional Public Transportation System for intercommunity bus network and enhanced commuter rail service; and
- Enhancing mobility through planning of mobility hubs and service integration.

iv) Transportation System Sustainability and New Technologies Strategy

- Ongoing implementation of Low Carbon Transportation alternatives (electric vehicle charging stations, alternative fuel vehicles, autonomous vehicles, etc.); and
- Consideration of Green Infrastructure and Technology practices (roundabout intersection improvements, Cold-in-Place asphalt resurfacing, Warm Mix asphalt, reclaimed concrete and asphalt).

Conclusions

The future demand on the County's transportation network will increase as the County continues to grow. The 2024 TMP identifies a number of road network improvements, policies, initiatives, and strategies that will further enhance the existing transportation network, promote transportation demand management and active transportation, and support effective, efficient, and sustainable movement of goods and people into and throughout the County.

SIGNATURES

Report Author:

Original signed by

Ryan Vink, P.Eng.
Project Engineer

Departmental Approval:

Original signed by

David Simpson, P.Eng., PMP
Director of Public Works

Approved for submission:

Original signed by

Benjamin R. Addley
Chief Administrative Officer

ATTACHMENT

Attachment 1: Draft 2024 Transportation Master Plan Executive Summary (2024 to 2046)