

REPORT TO COUNTY COUNCIL

Speed Management and Road Safety Reviews – Woodstock, Tillsonburg and Ingersoll

To: Warden and Members of County Council

From: Director of Public Works

RECOMMENDATIONS

1. That County Council endorse the implementation of speed management and road safety measures in the Town of Tillsonburg (Oxford Road 20) and City of Woodstock (Oxford Road 15, Oxford Road 35 and Oxford Road 17) as described in Report PW 2023-45;
2. And further, that County Council endorse the implementation of an all-way stop condition in the Town of Ingersoll (intersection of Oxford Road 7 and North Town Line) as described in Report PW 2023-45;
3. And further, that a by-law be presented to County Council at the December 13, 2023 Council meeting to amend By-law 5725-2015 to designate and modify speed zone limits in the Town of Tillsonburg and City of Woodstock as outlined in Report PW 2023-45;
4. And further, that a by-law be presented to County Council at the December 13, 2023 Council meeting to amend By-law 3741-98 to designate an all-way stop condition at the intersection of Oxford Road 7 and North Town Line in the Town of Ingersoll.

REPORT HIGHLIGHTS

- The purpose of this report is to seek County Council endorsement to implement recommended speed management, traffic calming and road safety measures on County roads in Tillsonburg, Woodstock, and Ingersoll.
- Reduction to posted speeds on Oxford Road 15 (Parkinson Road) and Oxford Road 17 in Woodstock are recommended to align with Transportation Association of Canada (TAC) guideline criteria to promote uniform traffic flow, reduce vehicle operating speeds (85th percentile) and reduce the risk of collisions.

- Traffic calming implementation measures vary by community which include, but are not limited to, the installation of electronic speed feedback signs; controlled pedestrian crossings (PXOs), regulatory and warning signs; speed limit adjustments and Community Safety Zone (CSZ) designations.
- Implementation of an All-Way Stop (AWS) at the intersection of Oxford Road 7 (Thames Street North) and North Town Line in Ingersoll was recommended to enhance sight lines as per the intersection study review findings.

IMPLEMENTATION POINTS

Road safety measures identified for immediate implementation will be initiated in Q2 2024 following Council authorization and enactment of by-law amendments. Pedestrian crossing (PXO) implementation on Oxford Road 20 (North Street East) in Tillsonburg and Oxford Road 35 (Devonshire Avenue) in Woodstock are proposed for design in 2024 and construction in 2025 pending County Council approval of the 2024 Business Plan and Budget.

Community Safety Zone (CSZ) designation recommendations on Oxford Road 20 (North Street East) in Tillsonburg and Oxford Road 35 (Devonshire Avenue) in Woodstock will be included as part of 2023 CSZ evaluation completed in various areas throughout the County that will be presented to County Council for adoption and by-law amendment in Q1 2024.

Additional road safety measures may be considered for future implementation pending the findings of ongoing monitoring and overall effectiveness of the immediate measures.

Financial Impact

Anticipated expenditures for traffic calming measures and PXO implementation (design 2024, construction 2025) have been included in the draft 2024 Business Plan and Budget and is subject to County Council approval.

Communications

Staff liaised with respective Area Municipality representatives, Ontario Provincial Police (OPP), Woodstock Police Service (WPS) and residents throughout the establishment of work plans and the outcomes (findings and recommendations) of the speed management and road safety reviews noted above. Staff presented the review findings and recommendations to the respective Area Municipality Councils on the following dates:

- Oxford Road 20 – Tillsonburg was presented to the Town of Tillsonburg Council on Tuesday, October 10, 2023; and
- Oxford Road 15, Oxford Road 35 and Oxford Road 17 – Woodstock were presented to City of Woodstock Council on Thursday, October 19, 2023.

Community consultation and engagement efforts for the proposed speed management and road safety implementation measures included distribution of notices to residents in the vicinity of the study areas (Attachments 1 and 2), and postings on [Speak up, Oxford! \(SUO\)](#) and social media.

Findings and recommendations for study areas in Tillsonburg and Woodstock were posted on SUO on October 16, 2023 and October 20, 2023, respectively. Community notices were mailed in Tillsonburg on October 16, 2023 and in Woodstock on October 23, 2023.

The notices advised residents of proposed traffic calming and road safety measures in the subject areas and provided information on how to request a delegation and/or submit written comments to be received by County Council at the November 22, 2023 Council meeting. Social media posts were issued beginning November 2, 2023 advising residents of the speed management and road safety reviews and upcoming County Council meeting on November 22, 2023, as well as the delegation deadline.




Following County Council’s potential adoption of this Report, Public Works will work with the Strategic Communications team to develop proactive communications that clarify these speed management and road safety measures. This may include social media, direct mailing, advertising and/or other approaches.

Report PW 2023-45, along with any potential amendments, will be circulated to the Town of Tillsonburg, City of Woodstock, Town of Ingersoll, Ontario Provincial Police (OPP) and Woodstock Police Service (WPS) for information.

2023-2026 STRATEGIC PLAN

Oxford County Council approved the **2023-2026 Strategic Plan** on September 13, 2023. The Plan outlines 39 goals across three strategic pillars that advance Council’s vision of “Working together for a healthy, vibrant, and sustainable future.” These pillars are: (1) *Promoting community vitality*, (2) *Enhancing environmental sustainability*, and (3) *Fostering progressive government*.

The recommendations in this report supports the following Strategic Plan Pillars and Goals:

PILLAR 1	PILLAR 2	PILLAR 3
		
Promoting community vitality	Enhancing environmental sustainability	Fostering progressive government
<p>Goal 1.3 – Community health, safety and well-being</p> <p>Goal 1.4 – Connected people and places</p>		<p>Goal 3.1 – Continuous improvement and results-driven solutions</p> <p>Goal 3.2 – Collaborate with our partners and communities</p>

See: [Oxford County 2023-2026 Strategic Plan](#)

DISCUSSION

Background

Speed management and road safety reviews were recently completed in Tillsonburg, Ingersoll and Woodstock in response to requests from Area Municipality representatives and residents, and as a result of findings and recommendations identified in a third party Traffic Impact Study (TIS) completed as part of a residential subdivision development in Woodstock. The study area locations are as follows:

- Oxford Road 20 (North Street East) from Broadway to Tillson Avenue in Tillsonburg;
- Oxford Road 15 (Parkinson Road) from Beard's Lane to Oxford Road 4 in Woodstock;
- Oxford Road 35 (Devonshire Avenue) from Vansittart Avenue to Huron Street in Woodstock;
- Oxford Road 17 from 14th Line to Oxford Road 4 in Woodstock; and
- Oxford Road 7 (Thames Street North) and North Town Line intersection in Ingersoll.

County-wide Approach to Speed Management and Traffic Calming

The 2023 speed and road safety reviews undertaken in the subject areas were completed in accordance with the County-wide approach that was adopted by County Council through Report [PW 2019-14](#). This approach identifies the following key principles that can be applied consistently across the County-wide road network for the development of recommended speed management and traffic calming implementation measures.

- Adoption of posted speeds and speed zone limits which are consistent with the driving environment in accordance with *Canadian Guidelines for Establishing Posted Speed Limits – Transportation Association of Canada (TAC) - 2009*;
- Regular/ongoing speed monitoring in communities and settlement areas;
- Information sharing/collaboration with Police, municipal partners and community members;
- Identifying and prioritizing implementation of traffic calming measures;
- Consideration of speed management, traffic calming and road safety measures as part of road design/geometry for planned future road rehabilitation/land development; and
- Ongoing monitoring to evaluate effectiveness of speed reduction, traffic calming and road safety measures following implementation.

Community Safety Zone (CSZ) Warrant Analysis

CSZ warrant analyses were completed for study areas in Woodstock and Tillsonburg in accordance with the County's CSZ criteria and two stage warrant process adopted by County Council in 2021 (Report [PW 2021-31](#)).

CSZ's have been identified as an additional measure that can be used in support of potential traffic calming and road safety that provide Police authority under the Highway Traffic Act to impose increased speeding fines and are also eligible for Automated Speed Enforcement (ASE) implementation should a potential future County-wide ASE program be adopted.

The CSZ warrant analyses as part of the speed management and road safety reviews found that both Oxford Road 20 (North Street) in Tillsonburg and Oxford Road 35 (Devonshire Avenue) in Woodstock met the County's warrant criteria for CSZ designation within the study limits, and if approved will be included in the applicable By-law amendment. Study areas on Oxford Road 15 (Parkinson Road) and Oxford Road 17 did not meet CSZ Warrant 1 - Designated Areas of Special Consideration criteria and therefore were not evaluated further for CSZ Warrant 2 – Road Safety, Collision criteria.

Oxford Road 17 Traffic Impact Study (TIS)

A third party TIS was completed as part of developer submission requirements for approved residential subdivisions at the east end of Oxford Road 17 in Woodstock. The TIS included review of three proposed intersections that will be used for subdivision access and egress via Oxford Road 17, and found that in order to meet minimum intersection departure sightline distances the posted speed on Oxford Road 17 needs to be reduced to 60km/h. The speed reduction is further justified to align with rapid residential development and expanding limits of the built up area.

Comments

The work plan, findings, and proposed recommendations for safety reviews completed in the Oxford Road 20 (North Street East) in Tillsonburg, Oxford Road 15 (Parkinson Road), Oxford Road 35 (Devonshire Avenue) and Oxford Road 17 in Woodstock are detailed in Attachments 3 and 4, respectively.

Area Municipality Councils received staff presentations as information and were generally supportive of ongoing efforts to address speeding and road safety concerns in their respective communities.

During the staff presentation to Town of Tillsonburg Council on October 10, 2023, several Councillors expressed concerns with the proposed PXO 2025 implementation timeline. The construction of a community park in the subdivision lands north of Oxford Road 20 and Coulthard Street/Braun Avenue intersection is expected to generate increased pedestrian traffic and the demand for a controlled crossing. Tillsonburg Council subsequently passed a Council resolution (Attachment 5) requesting acceleration of the PXO construction timeline to 2024.

The findings and recommendation from an intersection safety study conducted on Oxford Road 7 (Thames Street North) at North Town Line in Ingersoll indicated that OTM warrants for an All-Way Stop (AWS) were not met. However, the intersection safety study identified a sightline obstruction due to horizontal alignment of the northbound approach on Oxford Road 7. As a result, motorist visibility for westbound driver's looking south at the intersection does not meet the minimum sightline distance requirements as outlined in the Transportation Association of Canada (TAC) Geometric Design Manual – Intersection Departure Sightlines. Accordingly, it is recommended that an All-Way Stop be implemented to mitigate the associated risk.

Recommendations for Immediate Implementation

Recommendations for immediate implementation include the following:

Tillsonburg (Oxford Road 20 (North Street East) from Broadway to Tillson Avenue)

- Electronic speed feedback signs for westbound traffic just west of Ontario Southland Railway crossing and for eastbound traffic just east of Falcon Road;
- CSZ designation from Broadway to Tillson Avenue; and
- Construction of a controlled PXO at Coulthard Street/Braun Avenue (2025).

Woodstock (Oxford Road 15 (Parkinson Road) from Beard's Lane to Oxford Road 4)

- Current 70 km/h posted speed adjustment to 60km/h (Beard's Lane and Oxford Road 4);
- Electronic speed feedback signs for westbound traffic near the intersection of Oxford Road 4 where the proposed 60 km/h zone begins and for eastbound traffic east of Beard's Lane.

Note: The intersection of Oxford Road 15 and Universal Road did not meet the traffic volume and/or collision warrants as identified in the OTM for signalization and as such, it is not proposed for implementation at this time.

Woodstock (Oxford Road 35 (Devonshire Avenue) from Vansittart Avenue to Huron Street)

- CSZ designation from Vansittart Avenue to Huron Street;
- Installation of 50 km/h regulatory signs in support of CSZ; and
- Construction of a controlled PXO at Victoria Street North (2025).

Note: The intersection of Oxford Road 35 and Graham Street did not meet the traffic volume and/or pedestrian crossing warrants as identified in the OTM for a PXO and as such, it is not proposed for implementation at this time.

Woodstock (Oxford Road 17 from 14th Line to Oxford Road 4)

- Current 80 km/h posted speed adjustment to 60 km/h (14th Line and Oxford Road 4);
- Electronic speed feedback signs for westbound traffic between Oxford Road 4 and 15th Line and for eastbound traffic between 14th Line and 15th Line; and
- Relocation of existing electronic speed feedback sign for westbound traffic, currently just west of 14th Line, further west to the mid-block point between 14th Line and 13th Line.

Ingersoll (Intersection of Oxford Road 7 (Thames Street North) and North Town Line)

- Implementation of an AWS condition.

Recommendations for Future Consideration

Recommendations for future consideration include the following:

Tillsonburg (Oxford Road 20 (North Street East) from Broadway to Tillson Avenue)

- Intersection control improvements at Tillson Avenue planned for 1 – 5 year horizon; and
- ASE implementation within designated CSZ.

Woodstock (Oxford Road 15 (Parkinson Road) from Beard's Lane to Oxford Road 4)

- Municipal Class Environmental Assessment (EA) Study (2024) at Oxford Road 15 and Oxford Road 4 to identify preferred alternative for intersection control enhancements;
- Active transportation infrastructure (cycling and pedestrian); and
- Road urbanization.

Woodstock (Oxford Road 35 (Devonshire Avenue) from Vansittart Avenue to Huron Street)

- ASE implementation within designated CSZ; and
- Planned road reconstruction in 2025 to include:
 - Shared left turn lane, cycling infrastructure,
 - Traffic signal upgrades at Vansittart Avenue and Wellington Street,
 - PXO at Victoria Street North.

Woodstock (Oxford Road 17 from 14th Line to Oxford Road 4)

- Municipal Class EA Study to identify preferred alternative for corridor improvements (11 – 20 years).

Ongoing post monitoring will be undertaken after implementation of proposed immediate traffic calming measures in Tillsonburg and Woodstock to determine the effectiveness in reducing traffic operating speed and consideration of further measures as necessary.

Ontario Provincial Police (OPP) and Woodstock Police Service (WPS) have been fully engaged in collaborative discussions with County and Area Municipality representatives throughout the various safety reviews and agree to support the recommended speed management implementation measures through initial and ongoing enforcement and speed data analysis.

Public Consultation

Public feedback in response to the Community Notices identified the following key concerns:

Tillsonburg – Oxford Road 20

- The need for signalization at Tillson Avenue intersection;
- Speeding concerns on Oxford Road 20/North Street East, east of the study area (east of Tillson Avenue); and
- Location of the left turn stop bar for west bound traffic at Broadway intersection.

Woodstock – Oxford Road 15, Oxford Road 35 and Oxford Road 17

- Safety concerns on Oxford Road 35/Devonshire Avenue associated with speeding, driver's illegally passing school buses when flashing lights and stop arms are activated, and collisions at Wellington Street intersection; and
- Concerns with parked vehicles creating sightline obstructions.

Staff subsequently considered all of the above public consultation feedback when finalizing the road safety, traffic calming and speed management recommendations contained in this Report.

CONCLUSIONS

Speeding and intersection safety concerns raised in the subject areas have been assessed through the review of traffic speed, volume, vehicle class, turning movements, sight line assessments, pedestrian volumes, and collision data. Staff utilized traffic management principles and engineering best practice methodologies to develop site specific evidence based recommendations intended to improve safety from its current state at these locations.

The recommendations are believed to appropriately balance traffic engineering science with local community perceptions of safety within the respective County Road networks which pass through these communities and are generally supported by Area Municipality staff and Councils.

Staff will continue to collaborate with Area Municipalities, stakeholder agencies, Police and community members to monitor vehicle operating speeds, intersection operations and evaluate the effectiveness of traffic calming measures and make further incremental changes, as necessary.

SIGNATURES

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ATTACHMENTS

- Attachment 1 - Tillsonburg Community Notice
- Attachment 2 - Woodstock Community Notice
- Attachment 3 - Presentation to Tillsonburg Council
- Attachment 4 - Presentation to Woodstock Council
- Attachment 5 - Tillsonburg Council Resolution