

REPORT TO COUNTY COUNCIL

Contract Award – 2025 Road Resurfacing

To: Warden and Members of County Council

From: Director of Public Works

RECOMMENDATION

1. That Oxford County Council award a contract to the low bidder, GIP Paving Inc., in the amount of \$5,357,050 (excluding HST), for 2025 Road Resurfacing and authorize the Chief Administrative Officer and Director of Public Works to sign all documents related thereto.

REPORT HIGHLIGHTS

- The 2025 cold-in-place (CIP) road recycling and hot-mix asphalt (HMA) resurfacing project includes 3.4 kilometers of Oxford Road 18 (from Norwich east to County boundary); 3.9 kilometers of Oxford Road 37 (from Tillsonburg to Oxford Road 13); and 7.6 kilometers of Oxford Road 119 (from Thamesford to Ingersoll), including cycling infrastructure along Oxford Road 119.
- This contract also includes 0.4 kilometers of full-depth asphalt removal and HMA resurfacing along Oxford Road 46 – Salford (from Hwy 19 to east limit of Salford); as well as Quinn Drive HMA resurfacing for the Township of South-West Oxford.
- Proposed road rehabilitation in this project will help maintain and improve the County's overall road network condition, extend road service life, and restore the respective road section condition index levels. This work ensures that the County-owned road assets are in a good state of repair in alignment with the County's *2024 Asset Management Plan* and *2024 Transportation Master Plan*.
- By using CIP road recycling technology, the planned road resurfacing is anticipated to avoid greenhouse gas (GHG) emissions by at least 50% (up to 922 tonnes CO₂e) compared to conventional mill and pave technology.

IMPLEMENTATION POINTS

Upon County Council approval and prior to proceeding with the work, a contract will be executed with the low bidder, GIP Paving Inc.

CIP road recycling and HMA resurfacing work on Oxford Road 18, 37 and 119 will be completed under lane restriction conditions, reducing traffic flow down to a single lane while work is underway with the use of a pace vehicle and traffic control persons to control the flow and speed of one-way traffic through the mobile work zone and operation, allowing maintained access for local residents, businesses, waste collection services, emergency services and other motorists during this work with some minor access restrictions for short periods as well as expected delays.

Full-depth asphalt removal and HMA resurfacing on Oxford Road 46 – Salford will require a road closure and detour route as well as Quinn Drive work (South-West Oxford), including localized lane restrictions throughout the work. A planned detour route has been established and will be implemented during the road closure as shown in Attachment 1. Access for local residents, businesses and emergency services will be accommodated as required, with some restrictions and expected delays taking place during the work. Due to the planned road closures, waste collection services will be interrupted, and the contractor will manage and transfer any curbside garbage and recycling on regular-scheduled collection days to a designated temporary collection depot area, where the County's Waste Management contractor can collect.

Regulatory authorities, bus services, waste collection services and emergency services will receive advanced notice of the lane restrictions, road closures and detour routes from Oxford County staff through *Municipal 511* notifications. Construction notices to local residents and property owners will be distributed ahead of construction beginning on each section and stage of the work.

The road resurfacing sections proposed in this project can be seen in Attachment 1.

Financial Impact

The approved 2025 budget, including all accounts to complete this project, is \$7,275,000 (including non-refundable HST). The construction costs, other associated costs and capital accounts for this project are summarized in Table 1 below.

Oxford Road 18, 37, 46, and 119 resurfacing works, and cycling infrastructure on Oxford Road 119, have been included for a portion of the available Canadian Community Building Funding (CCBF).

Full-depth asphalt removal and HMA resurfacing on Quinn Drive for the Township of South-West Oxford is being completed under this contract. The approximate total amount of cost recovery from the Township at the end of the project is \$60,000 (excluding HST).

Table 1: Funding Summary for 2025 Road Resurfacing

2025 Capital Budget Summary Account/Description	2025 Budget	Bid Amount (excluding HST)
930099 – Rehab and Resurfacing (Total approved budget: \$7,025,000) (Less other projects and lines: \$425,000)	\$6,600,000	\$4,722,686
930079 – Cycling (Total approved budget: \$675,000) (Less other projects and lines: \$25,000)	650,000	616,062
930199 – Rural Storm Sewer (Total approved budget: \$3,910,000) (Less other projects and lines: \$3,885,000)	25,000	18,302
Sub-Total	7,275,000	5,357,050
Contract Admin; Inspection and Materials Testing: Project Signage		100,000
Non-Refundable HST (1.76%)		94,284
Total Estimated Construction Expenditures		\$5,551,334

Based on the information provided in Table 1, there is available approved funding in the 2025 Business Plan and Budget to award this contract.

Communications

The communication strategy for this project will be similar to other County construction projects. The Contractor's project manager and the County's project manager will form an open channel of communication and include other members of the project team as needed. Communications will commence upon approval of this report and will continue for the duration of the project.

Communication with the public (affected property owners and business owners) will begin when the project approaches the initiation stages. Communication will be in the form of typical construction notices, social media, the County's website, and in local newspapers as needed, as well as resident updates delivered by mail and or by hand. Advanced notice of construction and road closure signage will be installed at the construction limits in advance to alert the general public of upcoming road closures.

In addition, road closures and lane restriction information will be posted on *Municipal 511* in advance of each project locations' starting. Communication will continue throughout the duration of the project as required to keep the affected parties informed and updated on project progress.

Communication and engagement with affected area municipalities and agencies took place during the planning stages of this project in which various aspects of this project were discussed, such as proposed detour routes for road closures, upcoming work plans and proposed schedules. Ongoing communication is planned with area municipalities prior to and throughout the construction period. Outreach and discussions with the Township of South-West Oxford and the Ministry of Transportation regarding the Oxford Road 46 – Salford road closure and proposed detour route took place as the detour route will utilize sections of their road network.



Staff will continue to work with key internal stakeholders (County Management staff, Transportation staff and Waste Management staff), as well as external stakeholders during the execution of this project as required to ensure the appropriate level of communication and outreach is maintained, further ensuring all parties involved are updated on project status and outcomes.

As part of the CCBF requirements for resurfacing work on Oxford Road 18, 37, 46, and 119, including cycling lanes, communication activities and promotion are required to help the public recognize the importance of infrastructure funding and its impact to their community. This includes the installation of project-appropriate information signs within each projects' site limits as well as additional posts on the County website and social media, as needed.

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 recommendation in this report supports the following Strategic Plan pillars and goals:

		
Promoting community vitality	Enhancing environmental sustainability	Fostering progressive government
Goal 1.2 – Sustainable infrastructure and development Goal 1.4 – Connected people and places	Goal 2.2 – Preserve and enhance our natural environment.	Goal 3.1 – Continuous improvement and results-driven solutions Goal 3.2 – Collaborate with our partners and communities. Goal 3.4 – Financial sustainability

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

DISCUSSION

Background

A total of four County Road segments have been selected and included in the 2025 Road Resurfacing project. Oxford Road 18 (from Norwich east to County boundary); Oxford Road 37 (from Tillsonburg to Oxford Road 13); Oxford Road 119 (from Thamesford to Ingersoll); and Oxford Road 46 – Salford (from Hwy 19 to east limit of Salford). Between the four sections, a total of approximately 15.3 kilometers of road resurfacing and asphalt replacement will be completed.

The road segments included in this year's 2025 Road Resurfacing project were based on inspection and evaluation of the existing pavement distresses and overall conditions, as well as the input and coordination from both Engineering Services and Transportation staff regarding operational maintenance issues, existing roadway deficiencies and field observations.

A more comprehensive summary of each road section and included scope of work in the 2025 Road Resurfacing project is provided below.

Oxford Road 18 (Norwich to County Boundary)

The 2025 Road Resurfacing project involves the resurfacing of Oxford Road 18 (Norwich to County Boundary), totalling approximately 3.4 kilometers. This stretch of Oxford Road 18 is considered a rural road cross-section and acts as a primary east/west transportation corridor within the County road network. Segments of this road asset are exhibiting signs of pavement deterioration, thus providing a lower level of service and carrying an increased maintenance cost. To renew the pavement condition and extend the road's lifecycle, a three-stage pavement recycling and resurfacing rehabilitation approach will be utilized. The existing pavement structure will first undergo a pre-milling process, followed by a CIP road recycling process and then the placement of a new HMA wearing surface on top of the recycled road base.

The recycling and resurfacing are a multi-step procedure with an interval between operations to afford time for the CIP recycled mat to cure and undergo acceptance of quality assurance testing. This interval can vary depending on the type of added emulsions used during recycling, weather and contractor schedules (typically about two weeks or more). This is the preferred method of renewing the pavement condition rating for high-medium volume rural County road networks which offers a more sustainable and resilient pavement structure.

As part of the recycling and resurfacing strategy to renew the pavement condition and service level provided, other improvements are being incorporated into the scope of work, including new granular roadside shoulders and new pavement markings.

Oxford Road 37 (Tillsonburg to Oxford Road 13)

Also included in the 2025 Road Resurfacing project is the resurfacing of Oxford Road 37 (Tillsonburg to Oxford Road 13) totalling approximately 3.9 kilometers. Oxford Road 37 is

considered a rural road cross-section and acts as an east/west transportation corridor in and out of Tillsonburg within the County road network. Segments of this road asset are exhibiting signs of pavement deterioration, thus providing a lower level of service and carrying an increased maintenance cost.

Like Oxford Road 18, a two-stage pavement recycling (CIP) and resurfacing rehabilitation approach (HMA) will be utilized to renew the pavement condition and extend the lifecycle of the road. This section of resurfacing will receive the placement of a new HMA base course lift and wearing surface on top of the recycled road base. Other improvements are also being incorporated into the resurfacing scope of work, including new granular roadside shoulders and new pavement markings.

Oxford Road 119 (Thamesford to Ingersoll)

Also included in the 2025 Road Resurfacing project is the resurfacing of Oxford Road 119 (Thamesford to Ingersoll) totalling approximately 7.6 kilometers. Oxford Road 119 is considered a rural road cross-section and acts as an east/west transportation corridor between Thamesford and Ingersoll within the County road network. Segments of this road asset are exhibiting signs of pavement deterioration, thus providing a lower level of service and carrying an increased maintenance cost.

Like the Oxford Road 18 and Oxford Road 37 sections, a two-stage pavement recycling (CIP) and resurfacing rehabilitation approach (HMA) will be utilized to renew the pavement condition and extend the lifecycle of the road. Also included as part of this section of roadway is the installation of cycling infrastructure (bike lanes) along both sides of the roadway, similar to the cycling infrastructure installed along Oxford Road 24 in 2024. This section of resurfacing will receive the placement of a new HMA surface on top of the recycled road base, and cycling lanes will be installed on either side of the new asphalt wearing surface thereafter. Other improvements are also being incorporated into the resurfacing scope of work, including the lengthening of a right-turn lane at Oxford Road 119 and Oxford Road 45 Intersection, new granular roadside shoulders and new pavement markings and cycling infrastructure signage.

Oxford Road 46 – Salford (Hwy 19 to East Limit of Salford)

The 2025 Road Resurfacing project also includes the resurfacing of Oxford Road 46 – Salford (Hwy 19 to east limit of Salford) totalling approximately 0.4 kilometers. This section of Oxford Road 46 is made up of an urban road cross-section within the village of Salford. This section of road acts as an east/west transportation corridor within the County road network. Segments of this road asset are exhibiting signs of pavement deterioration, thus providing a lower level of service and carrying an increased maintenance cost.

To renew the pavement structure and extend the road lifecycle, a multi-step process will be undertaken on this stretch of road, starting with the full-depth asphalt removal of existing asphalts, fine grading of existing granular base including removal of excess material during re-grading, rebuilding maintenance and catch basin structures, and finally followed by the placement of new HMA base course and surface course lifts of asphalt.

This will result in renewing and increasing the depth of the entire pavement structure along this stretch of Oxford Road 46 within Salford. Additionally, the full-depth existing asphalt removal process will be completed by means of a milling machine, allowing the County to salvage existing asphalt millings (recycled asphalt product – RAP) for stockpiling at the Salford Landfill Facility for re-use on future County projects.

Along with the full-depth asphalt replacement scope, other improvements are being incorporated into the project, including minor repairs to the existing concrete curb and gutters as needed and asphalt boulevard repaving. New pavement markings will also be installed along the project limits.

Cold-In-Place Recycling Resurfacing Technology Method

The CIP method is expected to reduce new materials production and transport, as well as existing unrecycled materials disposal, resulting in avoidance of GHG emissions of at least 50% when compared with a conventional mill and pave strategy.

Considering the multiple, project specific, and varying factors of influence (region, distance to the site, the efficiency of equipment, etc.), it is estimated that up to 922 tCO₂e of GHG emissions can be avoided by utilizing the CIP recycling method (based on 2007 MTO Study assumptions) for the 14.9 kilometers of road resurfacing works versus the conventional mill and pave method.

A County map identifying the proposed road resurfacing locations for each road section has been included with this Council Report as shown in Attachment 1.

Comments

A prequalification process was undertaken and completed prior to the tendering stage of this project in November 2024. Staff reviewed the prequalification submissions and recommended that nine Contractors be prequalified and invited to submit a bid for this project. The evaluation of submissions was based on a number of factors including Contractors' previous project experience with projects of similar scope, overall management team background as well as experience managing projects of this scale.

The Township of South-West Oxford was invited to include Quinn Drive resurfacing under this contract because of the close proximity to Oxford Road 46 – Salford resurfacing work included in this project. The County will finance the cost upfront for this work and recover the final cost for this after the project has been completed. This amount of cost recovery at tender closing is estimated at \$60,000 (excluding HST, non-refundable HST), and, as part of the cost recovery, a percentage for recovery of administration and inspection services will be included in the cost recovery total. South-West Oxford was informed of the tender closing results, low bidder, and associated cost for work along Quinn Drive and they have agreed to move forward with the work under this project and the cost-recovery described above.

After the prequalification process was completed and eligible Contractors were invited to the tendering opportunity, the project was tendered through a competitive invite-only bidding process, which opened on January 30, 2025. The tendering process closed on February 20, 2025, at 2 p.m. and eight bids were received in total, with bid amounts outlined in Table 2.

Table 2: Summary of Bid Submissions

General Contractor	Bid Amount (excluding HST)
1. GIP Paving Inc.	\$5,357,050
2. Brantco Construction	\$5,408,765
3. Associated Paving & Materials Ltd.	\$5,577,616
4. Capital Paving Inc.	\$6,211,521
5. J-AAR Civil Infrastructures Limited	\$6,356,352
6. Dufferin Construction Company	\$6,756,525
7. Permanent Paving Ltd.	\$6,882,301
8. Cox Construction Limited	\$6,891,484

Staff have reviewed the qualified bid submissions and have confirmed that the low bid received from GIP Paving Inc., in the amount of \$5,357,050 (excluding HST), represents good value for the work.

As this project has the possible risks that would be associated with any construction project of this scale and scope, the successful Contractor is also required to secure construction bonds and insurance to mitigate risks related to the exposure of financial loss.

CONCLUSIONS

A review of the competitive bid submissions confirms that it is appropriate to award the 2025 Road Resurfacing project to the low bidder, GIP Paving Inc. of Petersburg, Ontario.

SIGNATURES

Report author:

Original signed by

Alex Brown, C. Tech.
Supervisor of Construction

Departmental approval:

Original signed by

Melissa Abercrombie, P.Eng., PMP
Director of Public Works

Approved for submission:

Original signed by

Benjamin R. Addley
Chief Administrative Officer

ATTACHMENT

Attachment 1 – Map of 2025 Road Resurfacing