

## REPORT TO COUNTY COUNCIL

# Oxford Road 28 and Oxford Road 6 Intersection Review

**To:** Warden and Members of County Council

**From:** Director of Public Works

## RECOMMENDATIONS

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1. That County Council approve the mitigation measures, including implementation of an all-way stop condition, at the intersection of Oxford Road 28 and Oxford Road 6 in the Township of Zorra, as outlined in Report PW 2025-40;
2. And further, that County Council authorize the transfer of \$35,000 from the Corporate General Reserve to implement the all-way stop control measures;
3. And further, that a by-law be presented to County Council to amend the Through Highways By-law 3741-98 to designate an all-way stop condition at the intersection of Oxford Road 28 and Oxford Road 6.

## REPORT HIGHLIGHTS

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- A Road Safety Audit (RSA) was undertaken in accordance with guidelines established by Good Roads (GR) at the intersection of Oxford Road 28 (OR 28) and Oxford Road 6 (OR 6) as directed by County Council at the January 22, 2025 Council meeting.
- The RSA found that, despite implementation of various intersection safety measures at the subject location, collisions continue to occur and based on recent collision occurrences, increased traffic volumes and high operating speeds, the safety risk at this intersection remains.
- Minor mitigation measures have been recommended to improve overall visibility along with implementation of an all-way stop (AWS) to decrease the impact of poor decision making by drivers and the severity of consequences when collisions do occur.

## IMPLEMENTATION POINTS

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AWS implementation will include installation of signage, rumble strips on OR 6, stop sign mounted red flashing beacons, and pavement markings as well as other minor mitigation measures recommended in this report.

### Financial Impact

The approved 2025 Business Plan and Budget did not include funding for AWS control measures at this intersection. The intersection improvements are planned for implementation in Q3 2025 and are estimated to cost \$35,000.

The Transportation Services operating budget does not currently anticipate sufficient savings to cover the implementation of AWS control at the intersection. As such, it is recommended that the AWS control be funded from the Corporate General Reserve which has a 2025 budgeted closing balance of approximately \$5.5 million.

### Communications

Report PW 2025-42 will be circulated to the Township of Zorra and the Ontario Provincial Police for their information. Prior to implementation, the change in intersection control will be communicated to motorists through the installation of advance warning signage at the site advising of the upcoming change.

As this constitutes a significant intersection change, public communications will also include updates via media advisory, social media, advertising, the Oxford County website, and *Council this Week*. Social media messaging will be shared with the Township of Zorra to support coordinated communication efforts.




## 2023-2026 STRATEGIC PLAN

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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 support the following strategic goals.

## Strategic Plan Pillars and Goals

PILLAR 1	PILLAR 2	PILLAR 3
		
<b>Promoting community vitality</b>	<b>Enhancing environmental sustainability</b>	<b>Fostering progressive government</b>
<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

Implementation of an AWS at the intersection of OR 6 and OR 28 in the Township of Zorra (Attachment 1) is being recommended based on the findings of a third-party RSA recently completed at this location.

County Council previously received [Report PW 2025-04](#) regarding an intersection review at the subject location and directed staff to undertake an operational review in July 2025 to resolve any potential comparator issues and further understand traffic trends. Previous operational reviews in July 2023, July 2024, and December 2024 showed fluctuating traffic volume data due to potential influences by construction detours and time of year variations, although collision occurrences exhibited an upward trend during this period.

Council further directed staff to add a solid yellow line at intersection approaches on OR 6 to indicate no passing and to undertake an Ontario Good Roads Rural Road Safety Review. In response, staff retained a third-party Consultant to undertake an RSA in accordance with the methodology developed by GR. An RSA is intended to go beyond a compliance check against design standards and to identify collision causations and potential mitigation measures to reduce the overall safety risk (likelihood and consequence). Undertaking an RSA is not meant to replace Ontario Traffic Manual (OTM) implementation guidelines and/or warrant criteria, but rather supplements traditional technical studies and considers other factors such as driver behaviour, roadway geometry, signage, visibility, and roadside hazards to identify potential safety risks.

The implementation of double solid yellow lines approaching the intersection on OR 6 was recently completed as part of the County's annual line painting program. The operational review at the subject location scheduled for July 2025 as per Council's direction has not been completed since it is not expected to change the findings of the RSA and subsequent recommendations as part of this report.

## Comments

Staff retained the services of C.D Watters Engineering Ltd to undertake an RSA in accordance with methodology developed by GR. The scope of work generally included review of existing conditions, previous operational reviews, historical traffic data, risk assessment, and identification of mitigation measures.

The RSA identified that, despite implementation of appropriate safety measures to improve conspicuity of the two-way stop-controlled intersection, such as stop sign mounted flashing beacons, stop ahead signs, rumble strips and illumination, collisions continue to occur. This could be attributed to poor decision making by drivers who may misjudge approaching vehicles due to excessive speeds and/or visibility.

The RSA further identified an upward trend in collision occurrences and the number of collisions over a 36-month rolling period that were close to, or at, the Ontario Traffic Manual (OTM) collision warrant threshold for AWS implementation based on updated collision data. Other minor mitigation measures have been recommended to improve visibility but may not be necessary if an AWS is implemented.

As directed by Council at its meeting on March 12, 2025, staff are preparing a report for Council's future consideration regarding on the implementation of the Good Roads Rural Road Safety Audit Guidelines, alongside the existing Ontario Traffic Manual (OTM) thresholds, for the review of intersections and broader rural road safety improvements. The report will also discuss the feasibility of implementing a long-term Vision Zero Plan, Automatic Speed Enforcement, and proposed advocacy topics for engagement with both provincial and federal governments. The key study findings and recommendations identified in the RSA are summarized below:

### Historical Collision and Traffic Volume Data

Review of historical traffic data from 2006 to 2026 (projected) and five-year (2020-2024) collision data identified the following relevant observations:

- Traffic on OR 6 has increased from 3,190 vehicles per day (vpd) to 4,400 vpd over 20 years, representing a 38% increase.
- Traffic on OR 28 has increased from 1,100 vpd to 2,330 vpd over 20 years, representing a 110% increase.
- Traffic on OR 28 as a percentage of total intersection traffic has increased from 26% to 35% over 20 years.
- A total of 14 collisions occurred over the past five years.
- Two collisions resulted in fatalities, three collisions resulted in injuries, and nine collisions resulted in property damage only.
- Collisions were predominately caused by drivers failing to yield or stop on OR 28.

- Despite previous implementation measures to increase awareness of stop conditions (rumble strips, red flashing lights, stop ahead signs, lighting), collisions continue to occur and seemingly point to poor decision making by drivers compounded by excessive speeds.
- There is an upward trend in annual collision occurrences over the past five years, and the number of applicable collisions over 36 month rolling periods is close to or just at OTM AWS collision warrant for rural intersections (9 collisions/36 months).

### **Risk Assessment and Mitigation Measures**

The risk assessment analysis was undertaken in general accordance with internationally recognized standards set out by Safe Systems Solutions and identifies the likelihood of an occurrence and the consequence of that occurrence. Based on recent collision history including two fatal collisions, increasing traffic volumes and high operating speeds, the safety risk at the subject location is assessed as high and can potentially be improved by implementing design measures to lower vehicle speeds and minimize situations that can lead to poor judgement by drivers.

#### **Mitigation Measures**

The RSA identified the following mitigation measures for consideration and potential implementation to improve visibility and allow for safer intersection movements:

- Adjustment of stop bar locations.
- Adjustment of west bound stop sign height.
- Improvement of wayfinding signs to reduce driver distraction at key points of decision making.
- Relocation of specific light poles to allow snowbanks to be pushed back\*.
- Ensure trees and vegetation are trimmed back regularly.
- Regrade northeast corner\*.
- Implementation of design features to reduce vehicle speeds on OR 6\*.
- Implementation of an AWS.

\*Not required if AWS is implemented

### **All Way Stop Implementation**

Implementation of an AWS at the subject location is being recommended based on the number of collision occurrences that are close to or just at OTM thresholds based on a rolling 36-month period. While an AWS will not guarantee driver compliance and reduce the risk of a severe collision, it is expected to support driver decision making and reduce the severity of consequences of driver error. AWS implementation is not intended nor recommended strictly as a traffic calming measure; however, can have traffic calming benefits when it is found to meet OTM warrant criteria and implemented as an intersection control enhancement.

## CONCLUSIONS

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The RSA found the intersection at the subject location to be at a high safety risk based on recent collision history, increased traffic volume and high operating speeds. Several minor mitigation measures to improve overall visibility along with AWS implementation to lower speeds, reduce driver error and improve intersection safety is recommended.

Staff is supportive of AWS implementation based on OTM collision warrant criteria and the upward trend of collision occurrences over the last 5 years. While an AWS will not eliminate severe collisions, it is anticipated to reduce overall safety risk and improve intersection functionality.

## SIGNATURES

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Original signed by

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### Departmental approval:

Original signed by

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### Approved for submission:

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Chief Administrative Officer

## ATTACHMENT

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Attachment 1: Oxford Road 28 and Oxford Road 6 Intersection Map