



# Staff Report

## Operations

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**Report To:** Committee of the Whole Meeting  
**Meeting Date:** November 1, 2022  
**Report Number:** CSOPS.22.071  
**Title:** Final Draft Transportation Master Plan  
**Prepared by:** Adam Fraser, Transportation Master Plan Project Coordinator

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### A. Recommendations

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THAT Council receive Staff Report CSOPS.22.071, entitled "Final Draft Transportation Master Plan";

AND THAT Council endorse the Final Draft Transportation Master Plan;

AND THAT Council direct staff to issue the Notice of Study Completion for the Transportation Master Plan.

### B. Overview

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This staff report provides Council with a Final Draft Transportation Master Plan (TMP) to consider for endorsement following public review and input of the Draft TMP through Public Information Centre (PIC) 3. The Town's Transportation Advisory Committee (TAC) has played a meaningful role in the TMP study development.

### C. Background

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The Town of The Blue Mountains (the Town) retained Stantec Inc. in 2021 as the engineering consultants to bring the TMP study through Approach #1 of the Master Planning Process as outlined in Appendix 4 of the Municipal Class Environmental Assessment (Class EA) manual, which covers Phase 1 and 2 of the Class EA process.

The Master Planning Process is designed to be flexible and adapt to the unique needs and circumstances of municipalities. Approach #1 of the Master Planning Process is done at a broad level of assessment, thereby requiring more detailed investigations at the project-specific level identified in the final study report. This TMP, when complete, will therefore become the basis for, and be used in support of future investigations for specific Schedule B and C projects identified within it. The Master Planning Process also allows for strategic guidance and policy recommendations that may not be related to specific infrastructure.

The number of PICs can vary from one study to another in the Master Planning Process, and the content of PICs are dependent on each study's unique scope and scale. Given the level of public interest, this TMP study has conducted three PICs, which is above the minimum requirement of two (as determined by the regulated Class EA process).

Below summarizes the major milestones completed to-date:

- May 2021 – The Notice of Study Commencement was initiated and distributed as well as invitations to form technical and stakeholder advisory groups
- June 2021 – The Town launched a public survey for the TMP
- June 2021 – [Staff Report CSOPS.21.051 Transportation Master Plan Public Information Centre 1](#)
- August 2021 – [PIC 1 was hosted virtually for a four-week period](#)
- November 2021 – [Staff Report CSOPS.21.084 Transportation Master Plan Stage 1 Report](#) provided Council with results of the public survey, public consultation, and background review to complete Stage 1 of the TMP study
- March 2022 – [Staff Report CSOPS.22.031 Transportation Master Public Information Centre 2](#)
- April-May 2022 – [PIC 2 was hosted virtually and in person](#)
- June 2022 – preliminary Draft TMP introduced to TAC
- July-August 2022 – further Draft TMP development and review with TAC
- September 2022 – [Staff Report CSOPS.22.058 Draft Transportation Master Plan and Public Information Centre 3](#)
- September 2022 – [PIC 3 was hosted in a virtual live format](#)
- November 2022 – Staff Report CSOPS.22.071 Final Draft Transportation Master Plan

## How to Use a TMP

A TMP is meant to be used by transportation stakeholders as both a reference and a guiding document for developing strategies, policies and making investment decisions. It may also be used as a starting point for developing more detailed plans and analyses for transportation-related projects. This is underpinned by the proposed vision and objectives to help the Town grow into the future. Some examples illustrating how the TMP can be used include, but are not limited to:

- Putting the Town in a “state-of-readiness” for partner-funded transportation initiatives (e.g., Federal, Provincial, Public-Private-Partnerships) as funding becomes available and partners are engaged;
- Guide staff to make clear, balanced and fiscally sensible recommendations for transportation initiatives, infrastructure investments, and program administration;
- Support decision-making by elected officials;
- A tool to educate and engage the community about transportation-related changes that may impact their neighbourhood;

- The TMP can be used to inform the Town's Official Plan; and
- Prospective investors in the Town may use the TMP to guide development decisions.

## **D. Analysis**

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### **Project Stages**

Stage 1 of the TMP study focused on collecting and analyzing data on the Town's existing conditions, challenges, and opportunities regarding all modes of transportation. This also involved understanding how the Town's transportation system relates to municipal neighbours in the south Georgian Bay region. Stage 1 included a public survey, technical and stakeholder advisory committee meetings, and a virtual PIC 1 in summer, 2021.

Stage 2 of the TMP study provided preliminary considerations, alternatives, and potential strategies for how the Town can strategically plan its transportation system for the future and address the identified transportation challenges and opportunities found in Stage 1 of the TMP study. Stage 2 included in-person and virtual opportunities for PIC 2, and technical and stakeholder advisory committee meetings in spring, 2022.

Stage 3 of the TMP study which we are in now is to finalize the TMP, first with a Draft TMP and then a Final Draft TMP following public review through PIC 3. This process refines the preliminary strategies and alternatives presented in Stage 2 and proposes an implementation plan to realize the ways in which the Town can improve its transportation system. Since the first preliminary Draft TMP from early June 2022, over 300 comments from Town staff and the Town's Transportation Advisory Committee have been received and addressed.

TAC has played a meaningful role in the development of the TMP study. Following review of a Draft TMP in August 2022, TAC motioned to arrange a Special Committee of the Whole meeting for Council to consider the Draft TMP and project schedule. The Special Committee of the Whole meeting took place on September 6, 2022. Afterwards, some members of TAC, including members on Council, continued to engage with the TMP study. Staff are grateful to the members of TAC for their contributions throughout the TMP study.

### **PIC 3**

PIC 3 was held on September 29, 2022 from 6pm to 8pm to present the Draft TMP for public and stakeholder review.

The objectives of PIC 3 were to:

- Demonstrate how findings from Stage 1 and Stage 2 have been considered within the Draft TMP;
- Collect community and stakeholder input on the recommendations within the Draft TMP; and,

- Help further refine the Draft TMP toward the Final Draft TMP to be considered by Council.

Attendance at PIC 3, excluding staff and members of Council was approximately 12. PIC 3 was scheduled prior to an All-Candidates meeting that was hosted by The Blue Mountains Chamber of Commerce for the 2022 municipal election. The All-Candidates meeting also took place in the evening of September 29 which staff suspect reduced PIC 3 attendance.

Attachment 1 of this report is a summary of PIC 3 comments and responses and Attachment 2 is a table of written comments and responses for comments submitted to the project team between September 1, 2022 and October 12, 2022 which is the time window that the Draft TMP was publicly available prior to preparing this report.

### **Draft TMP Revisions Following PIC 3**

Feedback received, as well as further input from staff and members of Council previously on the Transportation Advisory Committee have resulted in some revisions which have supported the Final Draft TMP. Key revisions are summarized in Table 1.

*Table 1: Draft TMP Revisions After PIC 3*

Update Type	Section	Staff Comments
Spelling, grammar, and other housekeeping	Various	Non-critical edits for clarity and accuracy
Updates to some background data based on new availability since completion of Stage 1 (November 2021)	Section 2 Policy & Planning Context; Section 3 Existing Conditions	Subject to data availability
Minor text changes & Action revisions	Various  Examples <ul style="list-style-type: none"><li>• Section 5 Vision &amp; Objectives</li><li>• Section 8.1.4 Highway 26 Recommendations</li><li>• ORVs Action 8-7</li><li>• Public Education Action 12-3</li></ul>	Addresses feedback to improve and strengthen existing language of recommendations and actions

Network Recommendations	Section 8.3 Active Transportation	Reconsideration of rural active transportation routes to better reflect network constraints and connectivity needs
Figure and Table updates	Section 12.1 Project Implementation & Costing	Resolves minor inconsistencies and errors with mapping (Figures 12-1 and 12-2 versus itemized list (Table 12-1); Table updates based on changes in Section 8.3
Costing	12.3 Cost Estimates	Cost estimates updated resulting from changes to proposed active transportation projects in Section 12.1
Recommended 3-year priority projects	12.4 Implementation Plan	Priority projects updated to balance projects with greater feasibility in the short term and projects that have maximum benefit to the overall active transportation network

A Final Draft TMP is included as a link in Attachment 3 and the presentation slides are included in Attachment 4.

### **Major Take-Aways in the Final Draft TMP**

As presented in [Staff Report CSOPS.22.058 Draft Transportation Master Plan and Public Information Centre 3](#), the major take-aways summarized below are provided again with minor revisions consistent with updates made for the Final Draft TMP.

Aligned with the Class EA process, criteria and alternatives were considered and are summarized in Figure 1.

Evaluation Criteria	Alternative 1 Maintain Existing Infrastructure	Alternative 2 Invest in Active Transportation & Transit	Alternative 3 Hwy 26 Alternate & Investment in AT & Transit
1. Alternative improves capacity in the transportation network	Low	Med	High
2. Alternative enables for the safe movement of all users in the transportation network	Low	High	High
3. Alternative enables efficient movement of goods and agricultural equipment	Med	Med	High
4. Alternative improves active transportation and public transit modes of travel	Low	High	High
5. Alternative improves socio-economic and environmental outcomes	Low	High	Med

Low Alternative has a low probability of meeting criteria over time  
Med Alternative has a medium probability of meeting from criteria over time  
High Alternative has a high probability of meeting criteria over time

*Figure 1: TMP Alternatives Evaluation Summary*

Based on the findings of the evaluation, Alternative 3 has a high probability of achieving all but one of the evaluation criteria, but as this alternative is dependent on the actions of the Ministry of Transportation (MTO), Alternative 2 is the recommended option for the Town. Alternative 1 was not selected as it will not address any of the identified problems and opportunities.

The following summary of take-aways is not a complete list, rather it is to highlight some of the more significant of outcomes and recommendations in the Final Draft TMP.

### Mode Share

- Targets are established to diversify the proportion of trips made by different travel modes, primarily to reduce the percentage of trips made by motor vehicles, and increase the proportion of walking, bicycling and public transit;
- Many Final Draft TMP recommendations help achieve these targets.

### Road network

- The majority of traffic experienced within the Town is on roads not owned or operated by the Town;
- Excluding Highway 26, the road network within the Town has been found to be well established and comprehensive;
- There is little need for new connections or added capacity (road widening) to accommodate future growth in motor vehicle traffic on Town-owned roads, however urbanization and upgrades are required;

- Recommendation for the Town to develop a detailed growth-related capital projects plan for inclusion in future Development Charges Background Studies;
- County roads anticipated to face future capacity issues are identified in the TMP traffic forecast modeling and are primarily in the Blue Mountain Village Resort Area. Final Draft TMP findings are complementary to Grey County's more detailed studies conducted within the last few years in this area of the Town;
- For Highway 26:
  - The bottleneck in Thornbury will continue to face congestion with increased traffic over time. The long-term solution is envisioned to be an alternate route around Thornbury and Clarksburg, identified for future study led by MTO and subject to other potential regional studies;
  - A localized consideration involving a road swap between the Town and Grey County for 10<sup>th</sup> line between Grey Road 113 and Grey Road 13 to become a County road, identified for further study;
  - MTO's proposed widening of Highway 26 to 4 or 5 lanes between Craighleith and the future proposed Thornbury/Clarksburg alternate route is recognized, however the potential disruption to the shoreline communities maintains a desire for future studies to continue exploring various options including an 'over the mountain' alternative; and,
  - A recommendation for MTO to lead a South Georgian Bay regional transportation study.
- Traffic Impact Assessments required through the Town's development approvals process are anticipated to address area-specific improvements over time such as the need for turning lanes, improved traffic control, detailed design of pedestrian and cycling facilities, etc.;
- A Traffic Impact Assessment Guide is recommended to support a consistent and thorough method for identifying transportation impacts warranting developer-funded network improvements. A draft has been developed pending further review by Stantec and Town staff;
- Improvements to roads and intersections that are owned and/or operated by MTO or Grey County will require continued coordination;
- A Road Classification Guide is proposed as well as cross-section concepts through a "complete streets" lens;
- Off-Road Vehicle use on Town roads is recommended to be considered at a time when members of the public or an Off-Road Vehicle organization approach the Town with a proposal. TMP consultation did not find strong support for Off-Road Vehicle use on Town rural roads;
- The bridge and culvert rationalization has identified bridge #07 on Sideroad 12 between 10<sup>th</sup> line and Grey Road 2 for potential decommissioning at a time when that bridge reaches the end of its lifecycle; and
- Clendenan Bridge has been recommended to be kept for Active Transportation use.

### **Public Transit**

- The public transit services currently operating in the Town have potential to improve with:
  - More frequent service between Thornbury and the Blue Mountain Village Resort Area;
  - Improved service area coverage of Thornbury and Clarksburg; and,
  - Piloting a 30-minute headway of the Blue Mountain Link between Collingwood, the Blue Mountain Village Resort Area and Craighleith.
- The Town should expand transit service coverage for the Blue Mountain Village Resort Area by pooling resources between the Town, The Blue Mountain Village shuttle service, and Collingwood Transit and building on Collingwood Transit's anticipated shift to an on-demand service model.

### **Active Transportation (AT)**

- Building the proposed AT network represents most of the recommended infrastructure improvements to the Town's transportation system;
  - The AT network is proposed to be made up of three categories:
    - Core network
    - General network
    - Recreation network
- These categories are intended to balance user requirements of the identified networks with capital implications, but also place priority on parts of the network that have the greatest potential to encourage cautious users and new adopters; and
- Recommendation in the long term to consider paving the Georgian Trail, beginning in the section through Thornbury.

### **Speed Limits & Traffic Calming**

- Local urban Town roads within the built-up areas are recommended to be a maximum of 30km/h and minor collector roads of 40km/h;
- Rural Town roads identified as part of the AT network are recommended to be a maximum of 70km/h; and
- Recommendation that the Town develop a Traffic Calming Policy to manage community and stakeholder concerns over time.

### **Parking**

- There is a recommendation to improve rural recreational (trailhead) parking supply and design, and continue working with land managers to determine detailed needs;
- Blue Mountain Village Resort Area parking is not owned by the Town, but good parking management is of mutual benefit. Strategies for this area are collaborative and should be refined through future development; and
- Thornbury and Clarksburg have the greatest opportunity for parking optimization. An integrated parking management strategy specific to downtown Thornbury and



Clarksburg is recommended. Generally, no new parking supply is recommended for these areas until optimization efforts have been implemented.

### **Goods Movement**

- No significant goods movement issues have been identified aside from the long-term capacity issues of the current Highway 26 corridor;
- Several strategies are proposed to guide consideration of the agricultural industry and goods movement industry through future growth and road improvements; and,
- Agricultural equipment needs were considered when assessing AT infrastructure elements of the Core and General AT networks.

### **Implementation**

The proposed implementation plan is detailed in Section 12 of the Final Draft TMP. There are many proposed actions to successfully implement the TMP that are related to partnerships, strategies, initiatives, design standards, and recommended operational changes.

Some elements of implementation are suited for the Town's capital planning considerations, some rely on collaborations with other jurisdictions such as Grey County and MTO, and others can be realized over time through future development.

Much of the infrastructure recommendations are related to AT, with the short-term projects (< 3 years) focused on building out the proposed AT network.

Attachment 5 offers a RACI Implementation Plan developed by staff to further support how the TMP is proposed to be implemented. Staff have already made progress on some items that are anticipated to be desired in the near-term such as the recommended Traffic Calming Policy and Thornbury/Clarksburg parking optimization. However, it is critical that the implementation of the TMP be properly resourced to ensure that recommended work is fulfilled and that ongoing needs and the strategic elements of the TMP remain in focus as the Town continues to grow.

## **E. Strategic Priorities**

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### **1. Communication and Engagement**

We will enhance communications and engagement between Town Staff, Town residents and stakeholders

### **2. Organizational Excellence**

We will continually seek out ways to improve the internal organization of Town Staff and the management of Town assets.

### **3. Community**

We will protect and enhance the community feel and the character of the Town, while ensuring the responsible use of resources and restoration of nature.

### **4. Quality of Life**

We will foster a high quality of life for full-time and part-time residents of all ages and stages, while welcoming visitors.

## **F. Environmental Impacts**

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The Final Draft TMP provides policy recommendations and a framework for transportation infrastructure improvement planning. While no detailed environmental investigations, including archaeological assessments, are being undertaken as part of developing the TMP, more detailed studies with potential environmental impacts may be initiated under the Ontario Environmental Assessment Act in the future to complete the planning for recommended infrastructure improvements identified in Section 12 of the Final Draft TMP.

The TMP's vision and objectives seek positive health and environmental impacts such as emissions reductions from a more diversified mode share, and compact urban form.

## **G. Financial Impacts**

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The Final Draft TMP implementation strategy provides a list of projects, their cost estimates, and relative priority. There are also policy and administrative recommendations not related to infrastructure that have various cost implications if implemented, detailed in Section 12 of the Final Draft TMP and also captured in staff's RACI Implementation Plan.

The recommended 3-year priority list for infrastructure is focused on AT. Revisions to the Draft TMP made as a result of consultation have updated the priority list for the Final Draft TMP. The revised estimate is \$1.6 million detailed in the Table 2 below, which is Table 12-5 of the Final Draft TMP. The revisions are in consideration of balancing both project feasibility and overall benefit to the transportation network within the recommended 3-year timeframe. Additional work has been identified to develop a detailed capital projects plan to further refine road improvement project timelines and Development Charges eligibility.

*Table 2: Short Term (<3 year) Projects*

Project #	Corridor	Description	Jurisdiction	Cost Est* (\$1,000's)	Priority
12	Monterra Rd (GR19 to GR21)	Core AT (urban)	The Town	\$150	High
13	Jozo Weider (GR19 to GR 19)	General AT (urban)	The Town	\$160	High
20	Alice St (Peel to GR13)	Core AT (urban)	The Town	\$250	High
23	Bruce St (Huron to Hwy 26)	Core AT (urban)	The Town	\$50	High
26	Hwy 26/GR 2 Intersection	Core AT (urban)	MTO/The Town	\$600**	High
32	Clark St (GR13 to GR2)	Core AT (urban)	The Town	\$300**	High
35	Bay St W (bridge)	General AT (urban)	The Town	\$100	High
<b>Total</b>				<b>\$1.6 million</b>	

There may also be additional staff resource implications over time if identified projects and policies are implemented, such as trail maintenance, road maintenance, by-law enforcement and administrative processes.

The potential endorsement of this Final Draft TMP does not commit Council to funding the identified projects as recommended, rather the intent is to inform annual budget considerations and potential grant opportunities over time as the recommended projects and programs are sought for implementation. The identified projects could be realized as stand-alone projects, grouped with other capital projects, or through future development.

## **H. In Consultation With**

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Shawn Everitt, Chief Administrative Officer

Ryan Gibbons, Director, Community Services

Adam Smith, Director, Planning & Development Services

## **I. Public Engagement**

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The topic of this Staff Report has been the subject of a Public Meeting and/or Public Information Centre which took place on September 29, 2022. Those who provided comments

at the Public Meeting and/or Public Information Centre, including anyone who has asked to receive notice regarding this matter, has been provided notice of this Staff Report. Public Information Centres and other public consultation opportunities have occurred in accordance with the following schedule:

- May 14, 2021 - Notice of Study Commencement;
- May 14, 2021 - Notice of Request to Consult to First Nations and Metis Communities;
- May 14, 2021 - Technical Advisory Group invitations distributed;
- May 14, 2021 - Stakeholder Advisory Group invitations distributed;
- May 20, 2021 – Notice of Study Commencement published in Blue Mountains Review and Collingwood Connection;
- June 23, 2021 – Launch of public survey;
- June 29, 2021 – Committee of the Whole Staff Report CSOPS.21.051 Transportation Master Plan Public Information Centre 1 with recommendation to proceed to public consultation;
- July 7, 2021 – Stakeholder Advisory Group meeting 1;
- July 12, 2021 - Council – Recommendation from June 29, 2021 Committee of the Whole considered by Council;
- July 15, 2021 – Technical Advisory Committee meeting 1;
- July 16, 2021 – End of first public survey;
- July 16, 2021 – Notice of PIC to Stakeholders, First Nations and Metis Communities;
- July 22, 2021 – Notice of PIC 1 published in Blue Mountains Review and Collingwood Connection (1);
- July 29, 2021 – Notice of PIC 1 published in Blue Mountains Review and Collingwood Connection (2);
- July 29, 2021 – Virtual PIC 1 launch;
- August 27, 2021 – Virtual PIC 1 closes;
- November 2, 2021 – Committee of the Whole Staff Report CSOPS.21.084 TMP Stage 1 Report;
- March 9, 2022 - Sustainability Committee TMP Update deputation;
- March 10, 2022 – Communications Committee TMP Update deputation;
- March 10, 2022 – Transportation Committee preliminary Draft PIC 2 consultation;
- March 10, 2022 – Agricultural Committee TMP Update deputation;
- March 11, 2022 – Economic Development Advisory Committee TMP Update deputation;
- March 29, 2022 – Committee of the Whole, Staff Report CSOPS.22.031 Transportation Master Plan Public Information Centre 2 with recommendation to proceed to public consultation;
- April 11, 2022 – Council, Recommendations from March 29, 2022 Committee of the Whole Considered by Council;
- April 14, 2022 – Notice of PIC 2 published in Blue Mountains Review; and Collingwood Connection (1);
- April 27, 2022 – Technical Advisory Group meeting;
- April 29, 2022 – Stakeholder Advisory Committee meeting;
- April 18, 2022 – Virtual PIC 2 Launch;

- April 21, 2022 – Notice of PIC 2 published in Blue Mountains Review and Collingwood Connection (2);
- May 5, 2022 – PIC 2 in-person session (1) 5pm to 7pm, Town Hall;
- May 7, 2022 – PIC 2 in-person session (2) 9am to 11am, Town Hall;
- May 7, 2022 – Virtual PIC 2 closed;
- June 9, 2022 – Transportation Committee preliminary Draft TMP review;
- July 14, 2022 – Transportation Committee Draft TMP review (1);
- August 2, 2022 – Transportation Committee Draft TMP review (2);
- September 6, 2022 – Committee of the Whole – Staff Report CSOPS.22.058 Draft Transportation Master Plan and Public Information Centre 3;
- September 12, 2022 – Recommendations from September 6, 2022 Committee of the Whole Considered by Council;
- September 13, 2022 – Notice of Draft TMP and PIC 3 provided to public and stakeholder contact list;
- September 15, 2022 – Notice of Draft TMP and PIC 3 published in Collingwood Connection (1);
- September 22, 2022 – Notice of Draft TMP and PIC 3 published in Collingwood Connection (2;)
- September 29, 2022 – Live Virtual Public Information Centre 3, 6pm to 8pm;
- November 1, 2022 – Committee of the Whole Staff Report CSOPS.22.071 Final Draft TMP with a recommendation for Council to endorse the Final Draft TMP;
- November 14, 2022 – Recommendations from November 1, 2022 Committee of the Whole Considered by Council; and,
- Proposed: December 2022 – Notice of Completion and 30 day review period as required by Class EA process.

Any comments regarding this report should be submitted to Adam Fraser, Transportation Master Plan Project Coordinator [ttmp@thebluemountains.ca](mailto:ttmp@thebluemountains.ca).

## **J. Attached**

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1. PIC 3 Summary Comments and Responses
2. September-October 2022 Comment-Response Matrix
3. [Final Draft TMP \(Link\)](#)
4. Final Draft TMP Council Presentation
5. RACI Implementation Plan

Respectfully submitted,

Adam Fraser  
Transportation Master Plan Project Coordinator

Shawn Carey  
Director of Operations

For more information, please contact:  
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### Report Approval Details

Document Title:	CSOPS.22.071 Final Draft Transportation Master Plan.docx
Attachments:	<ul style="list-style-type: none"><li>- Attachment 1 PIC 3 Summary Comments and Responses.pdf</li><li>- Attachment 2 September-October 2022 Comment-Responses Matrix.pdf</li><li>- Attachment 4 Final Draft TMP Council Presentation.pdf</li><li>- Attachment 5 TMP RACI Implementation Plan.pdf</li></ul>
Final Approval Date:	Oct 19, 2022

This report and all of its attachments were approved and signed as outlined below:

**Shawn Carey - Oct 19, 2022 - 8:11 AM**

**No Signature found**

**Shawn Everitt - Oct 19, 2022 - 8:27 AM**