

<b>To:</b>	Warden Milne and Members of Grey County Council
<b>Committee Date:</b>	June 8, 2023
<b>Subject / Report No:</b>	TR-CW-12-23
<b>Title:</b>	Grey Road 19/21 Reconstruction Update
<b>Prepared by:</b>	Pat Hoy, Director of Transportation Services
<b>Reviewed by:</b>	Kim Wingrove, CAO Randy Scherzer, Deputy CAO
<b>Lower Tier(s) Affected:</b>	Town of The Blue Mountains
<b>Status:</b>	Recommendation adopted by Committee as presented per Resolution CW87-23; Endorsed by County Council July 22, 2023, per Resolution CC42-23.

## Recommendation

1. That report TR-CW-12-23 regarding the Grey Road 19/21 reconstruction project, inclusive of Grey Road 19 four lane construction, Crosswinds Boulevard roundabout, Grey Road 19/Grey Road 21 roundabout and booster station projects be received for information.

## Executive Summary

Grey Road 19 at the foot of Blue Mountain Resort continues to be an extremely busy section of road. The area between Grey Road 21 and Grey Road 119 has a winter peak hour traffic volume averaging between 900-1000 vehicles. Road and intersection improvements have been under discussion, in collaboration with Simcoe County and the Town of The Blue Mountains since 2011. The project is very complicated due to property issues, development in the area, numerous utility matters, multiple stakeholders and personnel changes which caused delays in agreeing on a final design for the intersection.

This report outlines the various components of future works on Grey Road 19 between Grey Road 21 and Grey Road 119 and provides details surrounding the status of the project and the proposed steps required for completion of the intersection improvements.

# Background and Discussion

The project sections of this report include:

- Grey Road 19/Grey Road 21 Intersection
- Grey Road 19 and Crosswinds Boulevard Intersection
- Grey Road 19 Four Lane Construction Environmental Assessment

## Issues Highlighted in this Report

- Appropriate cost sharing between the County and TBM for the new water booster station
- Financial contributions from Collingwood and/or Simcoe County
- Crosswinds roundabout and entrance to development
- Active transportation and cycling lanes on Grey Road 19
- Land Acquisition locations

## History of the Grey Road 19 (Simcoe Road 34) and the Grey Road 21 Intersection

On February 17, 2011, representatives for RJ Burnside completed a presentation to the Transportation and Public Safety (TAPS) Committee about the future intersection at Grey Road 19 and Grey Road 21. This presentation outlined a potential ten-year life span of adding additional lanes and a twenty plus year life span of adding a multi-lane roundabout. The meeting minutes indicated further conversations would need to be held regarding the future intersection improvements.

In 2011, the Grey Road 19 / Grey Road 21 roundabout project was placed on the five-year capital plan for 2012-2013, with a total budget of \$4.3 million.

By 2012, the Grey Road 19 / Grey Road 21 roundabout project was listed on the five-year capital plan for 2015, with a total budget of approximately \$500,000. At that time, it was anticipated that signals were the preferred option.

## Grey Road 19 and Grey Road 21 Class Environmental Assessment and Intersection Design

On December 4, 2014, Grey County closed RFP-TS-19-14 for the class environmental assessment and intersection design for the Grey Road 19 and Grey Road 21 intersection. This Schedule B Assessment was awarded to C.C. Tatham & Associates (Tatham). The original Request for Proposal indicated that the design, cost estimate and conservation authority permit was to be completed by August 28, 2015.

A Public Information Centre was held on March 14, 2015, with the recommended option for the intersection being Option 2: traffic signals and additional lanes. At that time,

although from a traffic flow and intersection safety perspective, a roundabout was preferred, it was thought not to be economically feasible, so Option 2: traffic signals and additional lanes was selected.

By 2015, the Grey Road 19/Grey Road 21 intersection was in the capital plan schedule for 2017 and included the rehabilitation south of the intersection. The capital amount (total budget) was just under \$1.4 million.

In spring 2016, Grey County met with Simcoe County. Both parties had witnessed significant growth in the area and had witnessed the effectiveness of newly built roundabouts in Simcoe County. At that time, Grey County asked Tatham to re-open the environmental assessment to look at the roundabout alternative again. Grey County and Simcoe County wanted to ensure that the configuration would have a long window to satisfy demand. The signalized intersection would only satisfy capacity until approximately 2025.

Throughout the updated Environmental Assessment, Tatham and Grey County investigated alternative locations. These were summarized in Staff Report TC-CW-35-18 with the following endorsed by Grey County Council on July 12, 2018.

1. *That Report TR-CW-35-18 regarding the intersection of Grey Road 19 and Grey Road 21 be received; and*
2. *That Grey County proceeds with an intersection roundabout design.*

## Utility Relocations

Grey County has been in contact with several utilities since 2017. They indicated that moving the utilities would be a multi-year process, with up to a year to design their relocations. The following year would be used to move the utilities. Utilities in the area include Bell, Enbridge, Hydro One, EPCOR and Rogers. The utilities are currently working on utility relocation designs with an anticipated move scheduled for the fall of 2023.

## Booster Station

Town of the Blue Mountains has an underground water booster station that must be moved in order for the road improvements to go ahead. In November 2020, [Report TR-CW-27-20](#) was presented to the Committee of the Whole. The report provided an update on project costing and other considerations. Council provided direction to staff regarding the cost sharing between the Town and the County and to request to Simcoe County and the Town of Collingwood that they consider assisting with cost sharing for this portion of the overall roundabout project.

Grey County recently received the following cost estimate for the construction of the new water booster station for the Town of the Blue Mountains.

<b>Item</b>	<b>Estimated Cost</b>
General Requirements	\$150,000
Site Works (including watermains)	\$600,000
Structural Building	\$1,000,000
Process/Mechanical	\$800,000
Electrical (including generator)	\$600,000
Decommission existing station	\$100,000
Contingencies (15%)	\$500,000
<b>Total</b>	<b>\$3,750,000</b>

Clearly the previously agreed to \$1 million contribution from the Town of The Blue Mountains is substantially less than the 50% cost of the project target at the time of the agreement (which was estimated at \$2 million). In addition, the more modern above ground booster station, which represents a significant improvement on the below ground booster station built in the mid 90's, is a major upgrade to the existing booster station.

It should be noted that there are some outstanding land transfer matters associated with the Grey Road 19/Grey Road 21 Roundabout Project that the County will need to sort out with the Town. County staff will continue to work with the Town to resolve these land transfer matters. There could be some further expenses associated with the land transfers (i.e. survey costs, legal costs) which will form part of the overall expenses associated with the roundabout project. Discussions regarding a future gateway feature will also be part of the project.

Simcoe County and Grey County will be splitting the overall costs of the roundabout project. No agreement currently exists on how much of the booster station Simcoe is willing to fund, but all parties agree the roundabout project cannot happen without the move. Grey County's share of the overall costs associated with the roundabout project is primarily being funded from Development Charges (75% of Grey County's share) with the remaining portion being ineligible for DC's based on the benefit-to-existing share and therefore 25% would need to be funded from the levy. The 2021 DC Background Study estimated the overall cost of the roundabout project to be \$5 million. It is reasonable to expect the project costs have increased since that estimate was done. In addition, the relocation and replacement of the booster station will increase the overall costs of the roundabout project; however, because Grey County's share is being triggered because of the roundabout project, the same percent of DC's (75%) can be applied to the County's portion.

Potential developments on Grey Road 19 south will require extension of a sanitary trunk sewer that currently starts north of the proposed roundabout. The Blue Mountains is currently working on the design to extend this sewer to the south side of the potential roundabout to avoid having to go back into the intersection once it's complete.

Mountain House is the name of the condominium development at the northwest corner of the intersection of Grey Road 19 and Grey Road 21. The consultant and developer have worked with Grey County to incorporate the future roundabout into the design. Grey County has made every effort to not slow down the developer from getting to the final stages of their site design. The developer has agreed to build a northbound left turn lane on Grey Road 21. It will be incorporated into the roundabout design and contract.

At this time, the 90% detailed design of the intersection as a roundabout has been forwarded to the utilities with their relocation designs recently completed. It is anticipated that the relocations will begin in the fall of 2023. The design of a water booster pump station by The Blue Mountains must be constructed and commissioned before the construction of the roundabout can begin.

All parties are still trying to determine the most logical schedule to reduce the impact on residents and tourists visiting the resort while still taking advantage of economies of scale. Upcoming development in the area will also factor into the final tendering and construction schedule.

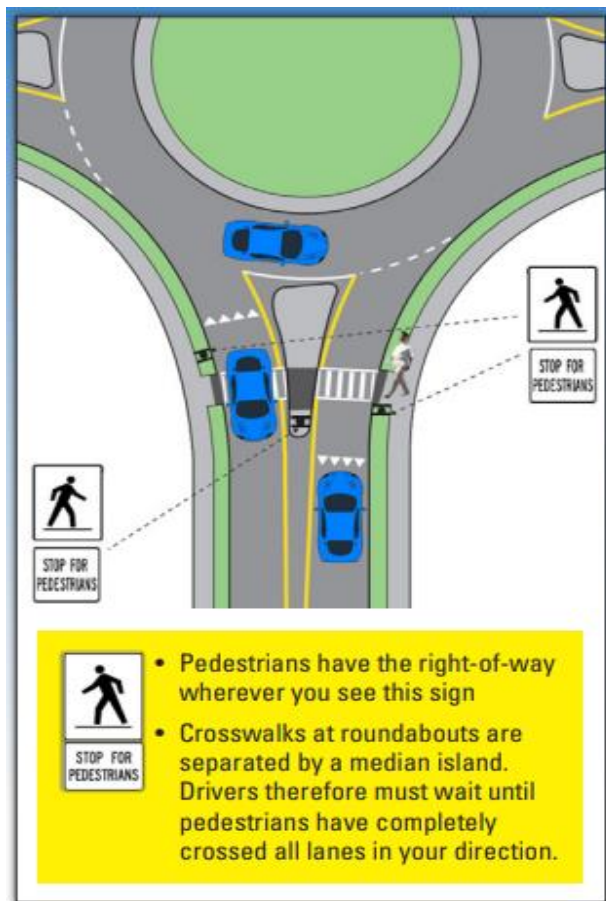
Simcoe County is currently undertaking the outstanding land acquisitions for the Grey Road 19/Grey Road 21/Simcoe Road 34 roundabout.

## Crosswinds Boulevard Intersection

Georgian Communities (the developer) and Grey County agreed that a roundabout would eventually be constructed by the developer at the intersection of Grey Road 19 and Crosswinds Boulevard. Traffic signals have been installed at the intersection since the fall of 2020. This will become more necessary as Crosswinds Boulevard eventually leads to the intersection of Jozo Weider Boulevard and Grey Road 19. The Town designed Crosswinds as a collector and has received feedback from the new residents that many feel it should not have been designed to allow traffic to the resort.

Grey County must acquire some lands south of Grey Road 19 at Crosswinds prior to the new roundabout being built.

The Crosswinds resident group also expressed concerns regarding the Crosswinds pedestrian crossing. Most roundabouts to date indicate that the pedestrian must yield to traffic. In the last few years, many municipalities have begun to construct roundabouts where traffic must yield to pedestrians. The crossing is typically moved to where the car has left the roundabout. The existing MUP will be aligned with the new crosswalks. It is anticipated that Grey will make the new and existing roundabout reflect this yield to pedestrians when they are all constructed. This configuration is shown in Figure 1:



## Grey Road 19 Four Lane Construction Environmental Assessment

The Grey Road 19 4-laning project has been identified within the Grey County Development Charges (DC) Background Study as a Category 1 - Major Road Project since 2011. The project had no definitive timing for the works as this was not a requirement of the DC Study at the time and thus, was listed to occur between 2012-2031. In 2016, the project remained within the DC Background Study with the timeframe shifting to between 2017 and 2041.

Prior to the initiation of the 2021 DC Study, Grey County hired R.J. Burnside to complete a Traffic Impact Study (TIS) to investigate the Grey Road 19 and Grey Road 21 corridors reaching the Blue Mountain Village and determine the current and future needs for the roadway in 2025, 2030, and 2040. The investigation identified that by 2025, the arterial capacity (vehicles per hour per lane) for this stretch of Grey Road 19 will reach the maximum capacity range for a 2-lane roadway. Table 4 from the Phase 1 TIS is included below to illustrate the capacity issues for Grey Road 19 and the corresponding time windows.

Table 4: Existing and Future Traffic Link Capacity Analysis

Location Along GR 19 Between	PM Volume		
	Arterial Capacity (vph/lane)*	Eastbound	Westbound
<b>Existing Conditions</b>			
GR 21 / Simcoe Road 34 and Crosswinds Boulevard	800 to 1200	800	800
Crosswinds Boulevard and Martin Grove	800 to 1200	800	800
Martin Grove and Claire Glen	800 to 1200	800	800
Claire Glen and GR 119	800 to 1200	800	800
<b>2025 Total Conditions</b>			
GR 21 / Simcoe Road 34 and Crosswinds Boulevard	800 to 1200	1050	1050
Crosswinds Boulevard and Martin Grove	800 to 1200	950	900
Martin Grove and Claire Glen	800 to 1200	950	900
Claire Glen and GR 119	800 to 1200	950	900
<b>2030 Total Conditions</b>			
GR 21 / Simcoe Road 34 and Crosswinds Boulevard	800 to 1200	1200	1200
Crosswinds Boulevard and Martin Grove	800 to 1200	1100	1050
Martin Grove and Claire Glen	800 to 1200	1100	1050
Claire Glen and GR 119	800 to 1200	1100	1050
<b>2040 Total Conditions</b>			
GR 21 / Simcoe Road 34 and Crosswinds Boulevard	800 to 1200	1450	1400
Crosswinds Boulevard and Martin Grove	800 to 1200	1300	1200

As shown in Table 4, by 2025, this section of Grey Road 19 falls within the range of the maximum arterial capacity for a road lane and exceeds the maximum range by 2030. Due to the upcoming roundabout projects at the intersection of Grey Road 19/Grey Road 21/Simcoe Road 34/Mountain Road and the intersection of Grey Road 19/Crosswinds Boulevard, to minimize construction impact on the neighbouring communities as well as work to save construction costs due to economies of scale, it was determined that upgrading to a 4-lane cross section to align with the roundabout works was the ideal approach.

As part of this TIS, Burnside collected their own traffic volume counts within the study area and included all relevant traffic studies and traffic volume data available at the time including, but not limited to, counts provided by Grey County and the Windfall TIS.

In September 2020, Grey County released an RFP for the EA of Grey Road 19. The intent was to get the EA process started to identify the optimal design alternative for Grey Road 19 and to do this within a time frame that would allow for construction coordination with the two roundabout projects. The EA was awarded to R.J. Burnside. The EA was identified as a Schedule C and was completed according to the requirements for that Schedule.

Concurrently, Grey County completed the 2021 DC Background Study where the Grey Road 19 project was once again identified within the list of Category 1 Projects and was given a timeframe of 2023 for property acquisition and 2024 for road construction.

A Public Information Centre (PIC) was held in an online format where a series of videos were published on the Grey County website highlighting the project, the steps being taken as part of the Schedule C, identifying the design alternatives, and reviewing the various studies supporting the EA including stormwater management, noise impact assessment, air quality impact, archaeological, natural heritage, cultural heritage, aquatic habitat, etc. The PIC materials were posted to the Grey County website from September 16<sup>th</sup> to October 18<sup>th</sup>, 2021. Residents within the study area were notified via direct mail and the public was notified via two posts in the Collingwood newspaper, posts on the Grey County website as well as various posts on Grey County social media. There was a total of 422 unique page views during the posting. Many comments were submitted as part of the PIC and comments were addressed directly by Consultant and County staff. The PIC summary report included as part of the final EA documentation shows all correspondence that occurred as part of the EA.

In the spring of 2022 as the EA neared completion, a Stage 2 Archaeological Assessment was required because of the completion of the Stage 1 Assessment. Further, the Huron-Wendat Nation also requested to participate as part of the Stage 2 Archaeological Assessment. As a result, the EA completion timeframe was extended to late 2022 to allow time for the Stage 2 assessment to occur.

The final EA report was submitted to Grey County in November 2022 for review. The report was then submitted to the Ministry of the Environment, Conservation and Parks (MECP) for review and comment. Comments were received on December 13<sup>th</sup> from the MECP and all requested edits were made and questions answered. Approval from the MECP was sent to the Consultant and Grey County staff on December 15<sup>th</sup>.

The notice of completion and subsequent comment period was initiated on December 15<sup>th</sup>, 2022 and ended on January 23<sup>rd</sup>, 2023 in accordance with the requirements of the MCEA process. The finale EA documents are located here: [Grey Road 19 Final EA Documents](#)

There has been some public concern over whether the traffic volume counts require revision within the EA as there continues to be more data collected by both Grey County and the Town of The Blue Mountains (TBM). Grey County has reviewed the collected traffic volume counts along both Grey Road 19 and Grey Road 21 from 2019 to 2022 and at each traffic location, traffic volumes have increased between 10% and 21% over those three years.

Further concerns have been put forward to address the paved shoulders and the option of bicycle lanes. The EA identifies the need for paved shoulders to be within 1.5 m to



2.0 m based on the optimal alternative. The final design would be completed according to Book 18 requirements that align with the characteristics of the final roadway design.

To address comments regarding crossings for cyclists who want to use the multi-use path (MUP). The MUP is meant to be used by the design cyclist as per Book 18 (Interested but concerned). These would typically be riders out for a ride as a family, maybe taking a short trip into the village to work or shop, or possibly a non-confident rider out for a bit of light exercise. The existing MUP will lead the design cyclists who choose to ride there from roundabout to roundabout allowing them to cross like pedestrians at both roundabouts. There is future planning for the extension of this MUP throughout the village as well as east toward Collingwood. As this expansion continues, cyclists will be able to travel this trail for further distances without the need to utilize the road being a considerably safer option for all. This MUP is a perfect example of proper design for cyclists as it is meant to provide the design cyclist a safer and more comfortable place to ride that is away from higher volumes of traffic.

However, the highly confident road cyclists are unlikely to choose this option no matter how far the MUP extends as they will always prefer roadside cycling. Book 18 asks that designers build infrastructure that keeps riders off roads like Grey Road 19 due to its higher traffic volumes. Ideally, riders would utilize more local roads with less traffic to enjoy cycling. In this case, most of these riders want longer distance travel and due to the road configuration, will likely be utilizing Grey Road 19 for their trips within the area. As highly confident riders only represent between 4-7% of the population (as per Book 18), it becomes difficult to justify the cost to build a secondary cycling full scale option for this small subset of the population. Municipalities are focused on building infrastructure that meets the needs of the population as a whole vs over building to accommodate small subsets of the population. Grey County has a limited number of 'bike lanes' due to the maintenance requirements so paved shoulders are the preferred facility particularly considering most riders are already serviced via the MUP which is the preferred option in Book 18. However, paved shoulders still provide those highly confident cyclists with a place to ride that is safer when compared to riding within traffic. Again, the final width of this space will be determined during final design depending on the space available due to existing hydro corridor to avoid costly relocations of the lines.

Grey County will need to acquire land for the Crosswinds Boulevard roundabout and for the four-lane widening.

## Legal and Legislated Requirements

None with this report.

## Financial and Resource Implications

The 2023-2032 Grey County ten-year capital estimated costs are shown below:

<b>Project</b>	<b>Funding Source</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>Total 2023-2025</b>
Grey Road 19 and Grey Road 21 Intersection	Project Expenditures	\$2,770,000	\$4,244,800		<b>\$7,014,800</b>
	Development Charges – Roads and Related Reserve	(\$887,100)	(\$1,591,800)		<b>(\$2,478,900)</b>
	Town of the Blue Mountains	(\$1,000,000)			<b>(\$1,000,000)</b>
	Simcoe County	(\$510,000)	(\$2,122,400)		<b>(\$2,632,400)</b>
	Grey Road 19 and 21 Intersection Reserve		(\$288,000)		<b>(\$288,000)</b>
	Transportation Services General Reserve	(\$372,900)			<b>(\$372,900)</b>
	Net Levy	\$0	\$242,600		<b>\$242,600</b>
Grey Road 19 Four-Lane Expansion Grey Road 119 - Grey Road 21	Project Expenditures			\$4,784,300	<b>\$4,784,300</b>
	Development Charges – Roads and Related Works Reserve			(\$3,729,900)	<b>(\$3,729,900)</b>
	Net Levy			\$1,054,400	<b>\$1,054,400</b>

The roundabout project costs will continue to be updated as utility relocation designs and pumping station designs advance.

## Relevant Consultation

- Internal  
Planning Department
- External  
County of Simcoe  
Town of The Blue Mountains  
Georgian Communities

## Appendices and Attachments

[Grey County Transportation Issues, Blue Mountain Area, December 14, 2011, RJ  
Burnside](#)

[TR-CW-35-18 Grey Road 19 and Grey Road 21 Intersection Options](#)  
Grey Road 19 / Grey Road 21 Future Plan Works Drawing (attached)

# Grey Road 19 / Grey Road 21 Future Plan Works Drawing

