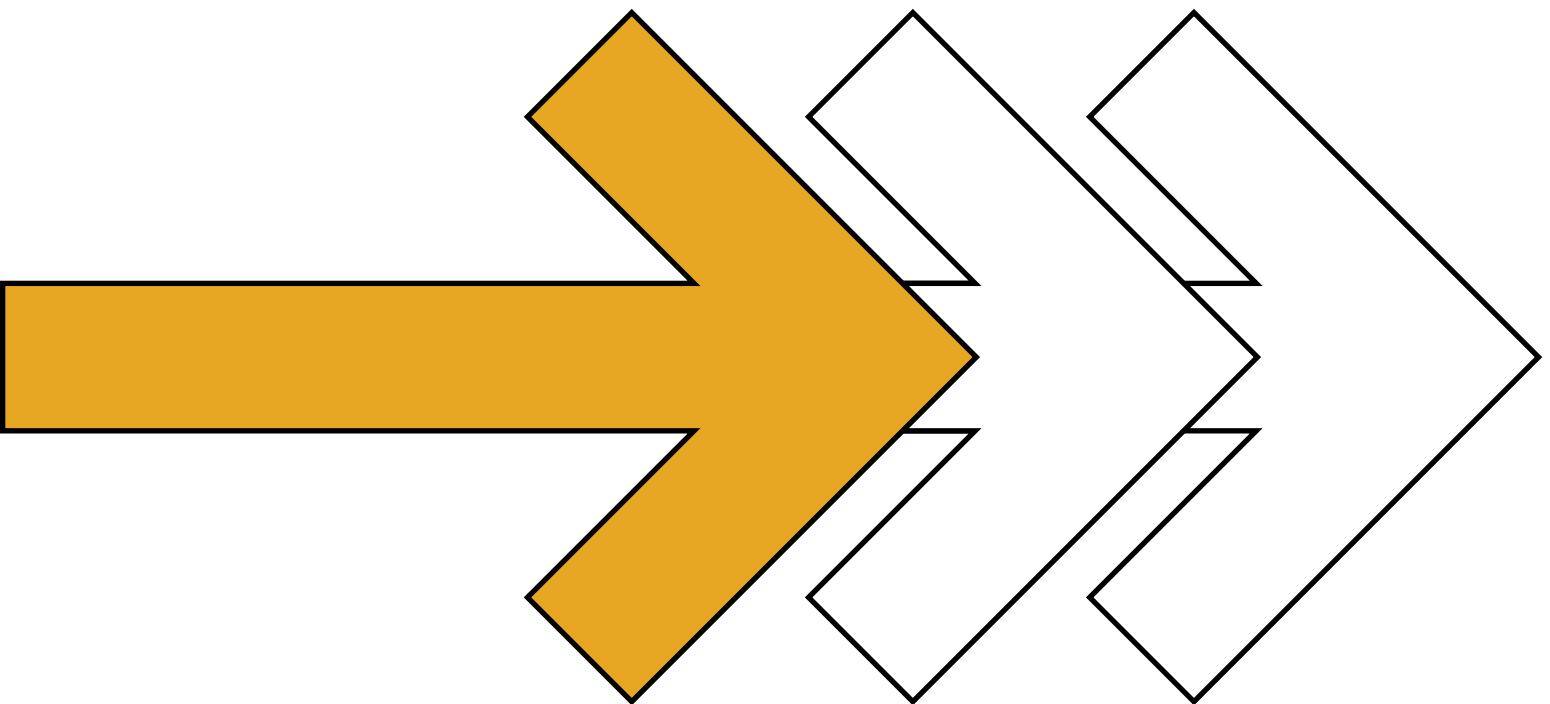


# COUNTY OF SIMCOE

## TRANSPORTATION MASTER PLAN

Phase I: Multi-Modal Needs and Opportunities



# Table of Contents

---

<b>1</b>	<b>Introduction .....</b>	<b>1</b>
1.1	What is a Transportation Master Plan? .....	2
1.2	Study Overview .....	2
1.3	Report Outline .....	6
<b>2</b>	<b>County Overview.....</b>	<b>7</b>
2.1	Lower-Tier Municipalities.....	11
2.2	Cities of Barrie and Orillia.....	13
2.3	Indigenous Communities.....	15
2.4	Transportation System Overview .....	16
2.5	Environmental Features .....	18
<b>3</b>	<b>Planning and Policy Context .....</b>	<b>26</b>
3.1	Provincial Policies and Initiatives.....	26
3.2	County Policies and Initiatives.....	43
3.3	Policies and Initiatives of Local Municipalities .....	54
3.4	Policies and Initiatives of Adjacent Municipalities .....	56
<b>4</b>	<b>Strategic Directions for the TMP Update .....</b>	<b>58</b>
4.1	Vision.....	58
4.2	Goals .....	59
4.3	Guiding Principles .....	60

## Table of Contents (continued)

---

<b>5</b>	<b>Phase I Engagement Overview.....</b>	<b>61</b>
5.1	Municipal Advisory Committee.....	61
5.2	Technical Advisory Committee.....	62
5.3	Public Information Centre 1.....	65
<b>6</b>	<b>Travel and Mobility Today.....</b>	<b>68</b>
6.1	How County of Simcoe Residents Move.....	68
6.2	Where County of Simcoe Residents Move.....	71
<b>7</b>	<b>Trends Affecting Transportation .....</b>	<b>78</b>
7.1	Growth in the County of Simcoe is Strong but Unevenly Distributed ..	78
7.2	The Median Population Age is Shifting Upward.....	84
7.3	The Economy is Strong.....	85
7.4	Future Infrastructure Expansion Projects.....	88
7.5	Emerging Transportation Technologies.....	95
7.6	The Pandemic May Have Long-Term Impacts on Travel Behaviour .	100
<b>8</b>	<b>Current Transportation System.....</b>	<b>102</b>
8.1	Road Network.....	102
8.2	Public Transit.....	118
8.3	Active Transportation.....	140
8.4	Commercial Vehicles .....	151
8.5	Freight Rail.....	153

## Table of Contents (continued)

---

8.6	Air Travel.....	155
8.7	Marine Travel.....	156
8.8	Transportation Demand Management.....	157
<b>9</b>	<b>Needs and Opportunities .....</b>	<b>159</b>
9.1	Adapting the County’s Road Network.....	159
9.2	Growing Transit Connections and Coverage .....	162
9.3	Elevating the Role of Active Transportation.....	164
9.4	Developing a Framework of Supporting Strategies and Policies .....	165
<b>10</b>	<b>Summary and Next Steps .....</b>	<b>167</b>
10.1	Phase I Summary.....	167
10.2	Next Steps .....	168



## Table of Contents (continued)

---

### List of Appendices

---

Appendix A: 2016 Origin-Destination Matrix

# 1 Introduction

The County of Simcoe is updating its Transportation Master Plan (TMP), which is a long-range strategy that outlines transportation policy directions and identifies transportation infrastructure plans to support sustainable growth through 2051.

This TMP Update is an important opportunity to realign transportation policy and investment directions to best meet the varied transportation needs of the County's residents, businesses and visitors, considering all modes of travel.

This report documents Phase I of a five-phase study process. The main component of this phase is identifying transportation needs and opportunities in the County so that later phases can develop effective plans and policies to address them.



The County has seen much growth and change since the 2014 TMP Update (which itself was an update of the County's original 2008 TMP). Population growth and urbanization are ongoing, and are particularly strong in the south end of the County due to development pressures in the adjacent Greater Toronto Area (GTA). Manufacturing, the agri-food industry, construction, tourism and recreation are among the growing industries serving the County and adjacent municipalities.

The planning landscape is changing, with updated official plans, development proposals and other initiatives by the County's sixteen lower-tier municipalities, as well as new transportation projects and plans from the Ministry of Transportation of Ontario (MTO) and Metrolinx.

The ways people work, shop, learn, entertain and travel are also changing rapidly. Working from home, online shopping and on-demand transportation services were already growing trends but have accelerated starting in 2020 due the COVID-19 pandemic. New mobility technologies and transportation electrification have accelerated considerably since the 2014 TMP. There is also an increased focus on sustainability, equity, safety, accessibility and environmental protection.

## 1.1 What is a Transportation Master Plan?

A Transportation Master Plan is a long-term plan to guide the development, expansion and management of its multimodal transportation system. The County of Simcoe TMP Update will provide strategies and policies that support planned growth in the County and align with its vision for the future transportation system. The County of Simcoe TMP Update will:

- Develop a forward-looking transportation plan for the County of Simcoe and expand the multi-modality of the transportation system including driving, transit, cycling, walking and the movement of goods;
- Identify appropriate infrastructure to support and manage growth and address the needs and priorities for both rural and urban communities;
- Develop complementary transportation solutions informed by supporting provincial and local policies, including the Official Plan update; and
- Provide recommendations on managing a multi-municipal transportation system, improving safety and supporting the development of healthy communities.

The TMP Update will respond to the following changes and factors, among others, since the County's 2014 TMP:

- Significant growth and development pressures – especially in southern parts of the County – as well as seasonal residents and tourists;
- Changing demographics and the changing needs of residents and businesses in both rural and urban areas;
- Increasing emphasis toward an integrated transportation network with focus on transit and active transportation; and
- Increasing emphases on climate change adaptation and mitigation, equity and accessibility, active transportation, goods movement, complete streets, safety and sustainability.

## 1.2 Study Overview

The TMP Update study process is being prepared over the following phases:

- Phase I: Multi-Modal Needs and Opportunities

## IBI GROUP REVISED DRAFT REPORT

### County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

- Phase II: Network Alternatives
- Phase III: Strategies and Policies to Support the Recommended Network
- Phase IV: TMP Update Report

Public and stakeholder consultation and communication activities are also conducted throughout the preceding phases.

Exhibit 1.1 outlines the study process and consultation involved in each Phase.

### **Municipal Class Environmental Assessment Process Compliance**

The TMP Update follows the Municipal Class Environmental Assessment (MCEA) planning process for Master Plans under the Environmental Assessment Act. The MCEA process is summarized in Exhibit 1.2 for different classes of projects together with consultation requirements. The MCEA planning process provides a transparent approach to planning and building municipal infrastructure.

The TMP Update follows the Master Plan Approach involving the completion of the first two phases of the MCEA planning process.

- **MCEA Phase 1:** Identify the problem or opportunity (corresponding to the County of Simcoe TMP Update study's Phase I); and
- **MCEA Phase 2:** Identify and evaluate alternative solutions to address the problem and establish a preferred solution (corresponding to the County of Simcoe TMP Update study's Phases II and III).

At the end of MCEA Phase 2, a TMP document can be prepared where the level of investigation, consultation and documentation can be used in support of future analysis for specific Schedule B and C projects identified within it.

# IBI GROUP REVISED DRAFT REPORT

## County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

### Exhibit 1.1: TMP Update Study Process

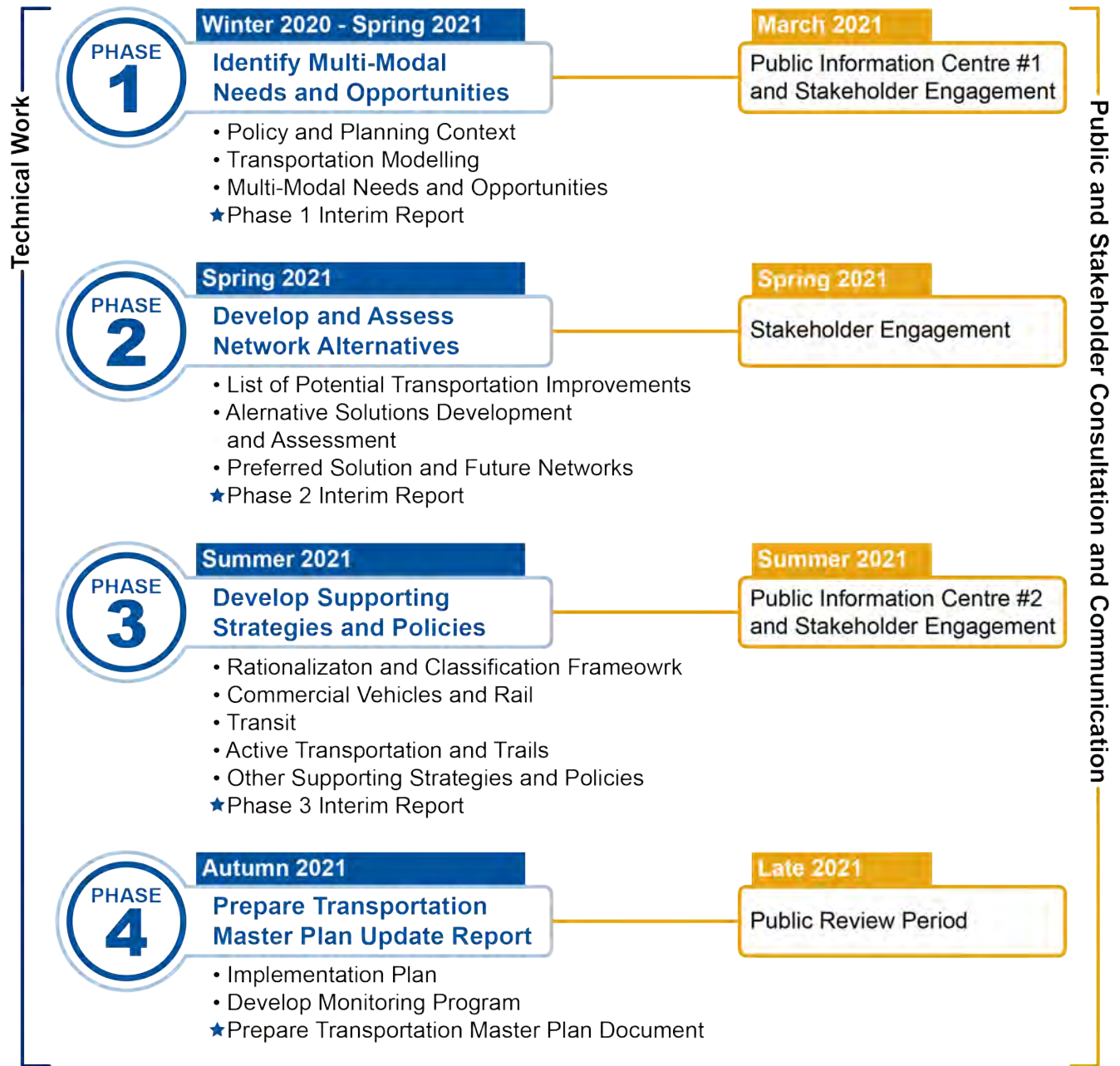
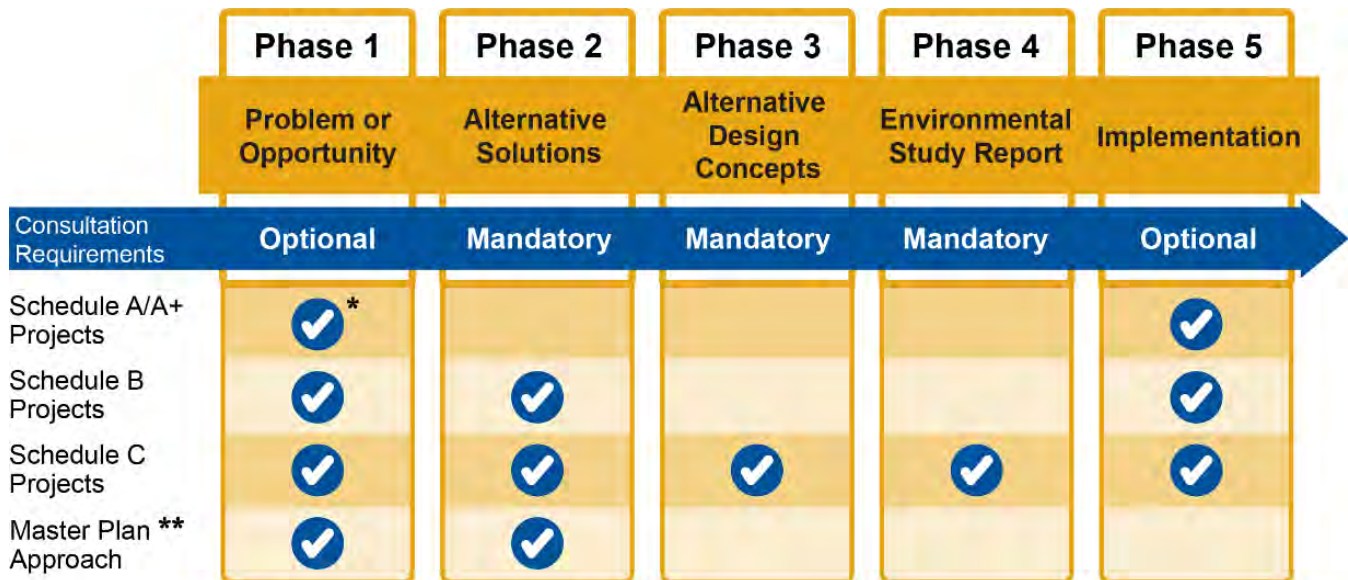


Exhibit 1.2: Municipal Class Environmental Assessment: Planning Process



✓ Actions required during relevant phase

\* For Schedule A+ projects, public to be advised.

\*\* Proponents can choose to complete Phase 3 and 4 as part of a master plan for recommended Schedule C projects, or to complete these phases as part of a project specific study.

Source: Adapted by IBI Group from Municipal Engineers Association (MEA) Municipal Class Environmental Assessment (MCEA 2000, as amended to 2015)

### Planning Horizon Years

A planning horizon is the future point in time a strategic document looks toward and plans for. For the County of Simcoe TMP Update study, the following planning horizon years are established to envision and prepare the future transportation network:

- **Short-Term: 2031** – considers strategies, initiatives or plans that could contribute to the transportation network in over the next decade;
- **Medium-Term: 2041** – medium-range projects or programs that are forecasted over the next 20 years;
- **Long-Term: 2051** – long-range projects or programs that are forecasted over the next 30 years; and
- **Horizon: 2065** – the ultimate time-frame for TMP recommendations.

## 1.3 Report Purpose and Outline

This report's objective is to identify the County of Simcoe's transportation issues, needs and constraints. Together, these represent the "problem statement" portion of the MCEA planning process. Additionally, this phase identifies opportunities to consider and that can point to potential solutions to explore in TMP development.

Following this introductory chapter, this report is structured as follows:

- Section 2 provides some key geographic and governmental context about the County in terms of its components, adjoining municipalities and nearby First Nations, an overview of its transportation system, and environmental features.
- Section 3 outlines the relevant plans and policies across all levels of government that provide important planning context to consider for the TMP Update.
- Section 4 presents the study's transportation Vision, Goals and Guiding Principles.
- Section 5 provides an overview of the first round of public and stakeholder consultation.
- Section 6 examines recent patterns in how people and goods move in and through the County of Simcoe.
- Section 7 identifies demographic trends and other factors impacting transportation planning.
- Section 8 provides an inventory of the existing transportation system and a review of present performance, gaps, constraints and other issues.
- Section 9 identifies the transportation needs for the County of Simcoe and presents preliminary opportunities to address these needs.
- Section 10 provides a summary of the key takeaways and the overarching transportation needs and outlines the next steps in the TMP Update study process.

## 2 County Overview

The County of Simcoe is a vast, growing area with diverse transportation challenges and opportunities. It covers over 4,800 square kilometres in land area and is home to over 307,000 residents (2016 Census of Canada).

The County has sixteen lower-tier municipalities (also called member municipalities or local municipalities), whose boundaries can be seen in Exhibit 2.1, together with bordering municipalities and First Nations.

The Cities of Barrie and Orillia are both geographically surrounded by the County of Simcoe but are single-tier municipalities independent of County governance. These two independent urban municipalities are important service and employment centres for the region.

Canadian Forces Base (CFB) Borden is also located within the geographic bounds of the County but is outside of County jurisdiction.

For the County of Simcoe, Cities of Barrie and Orillia, and CFB Borden, year 2016 population and employment densities are shown in Exhibit 2.2 and Exhibit 2.3, respectively.

The County of Simcoe lies at the northern limits of the Greater Golden Horseshoe (GGH), and connectivity to the GGH, especially in terms of employment and services for the County's residences, is a key transportation need. However, strong connections to the County's other adjacent municipalities and First Nations are also important. As the County is also bordered by Georgian Bay (Lake Huron), and rich in natural heritage, it serves as an important recreational destination for visitors from outside of the County, hosting over eight million seasonal visitors annually.

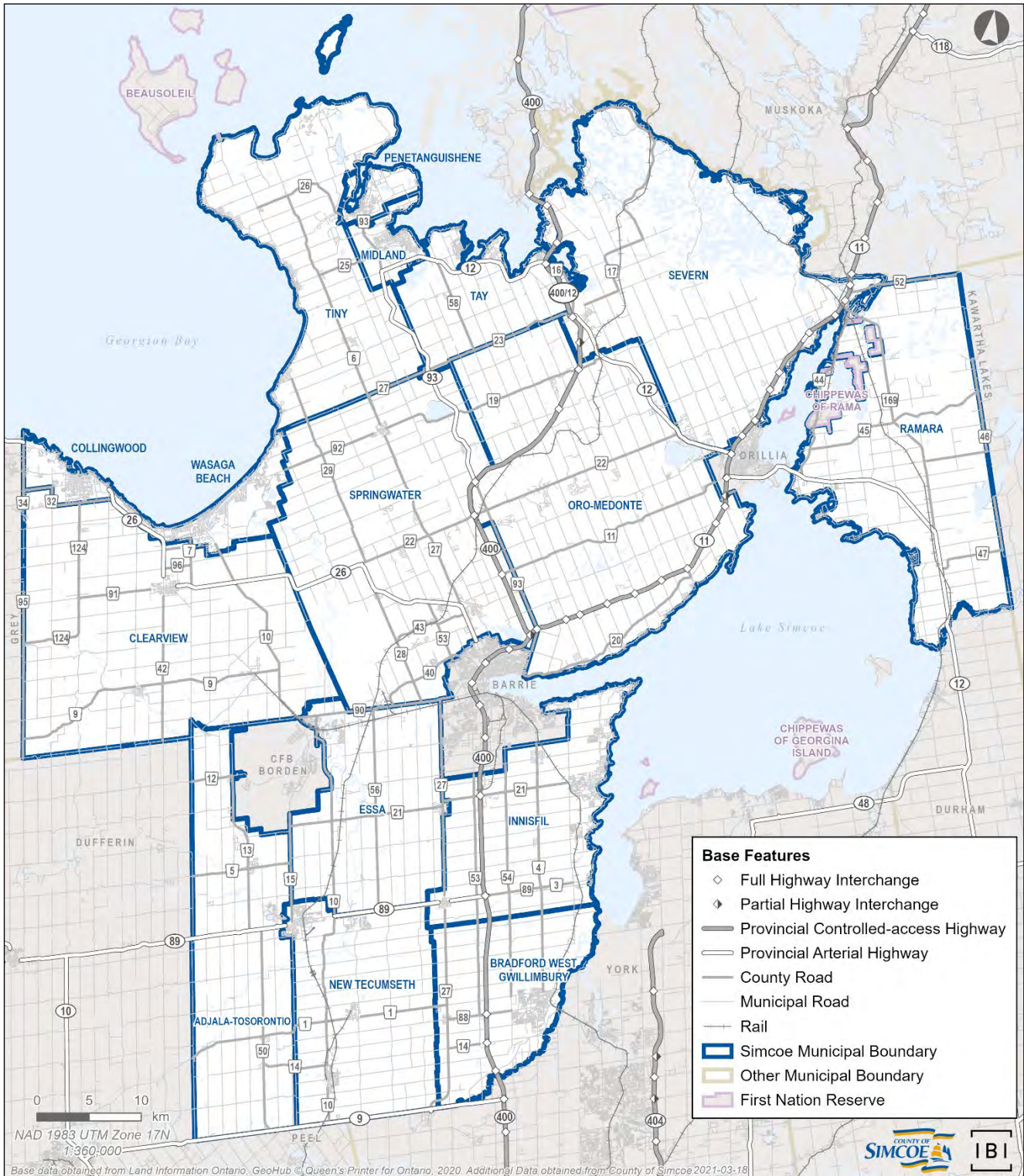


**IBI GROUP REVISED DRAFT REPORT**

**County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES**

Prepared for County of Simcoe

**Exhibit 2.1: County of Simcoe Lower-Tier Municipalities and Area**



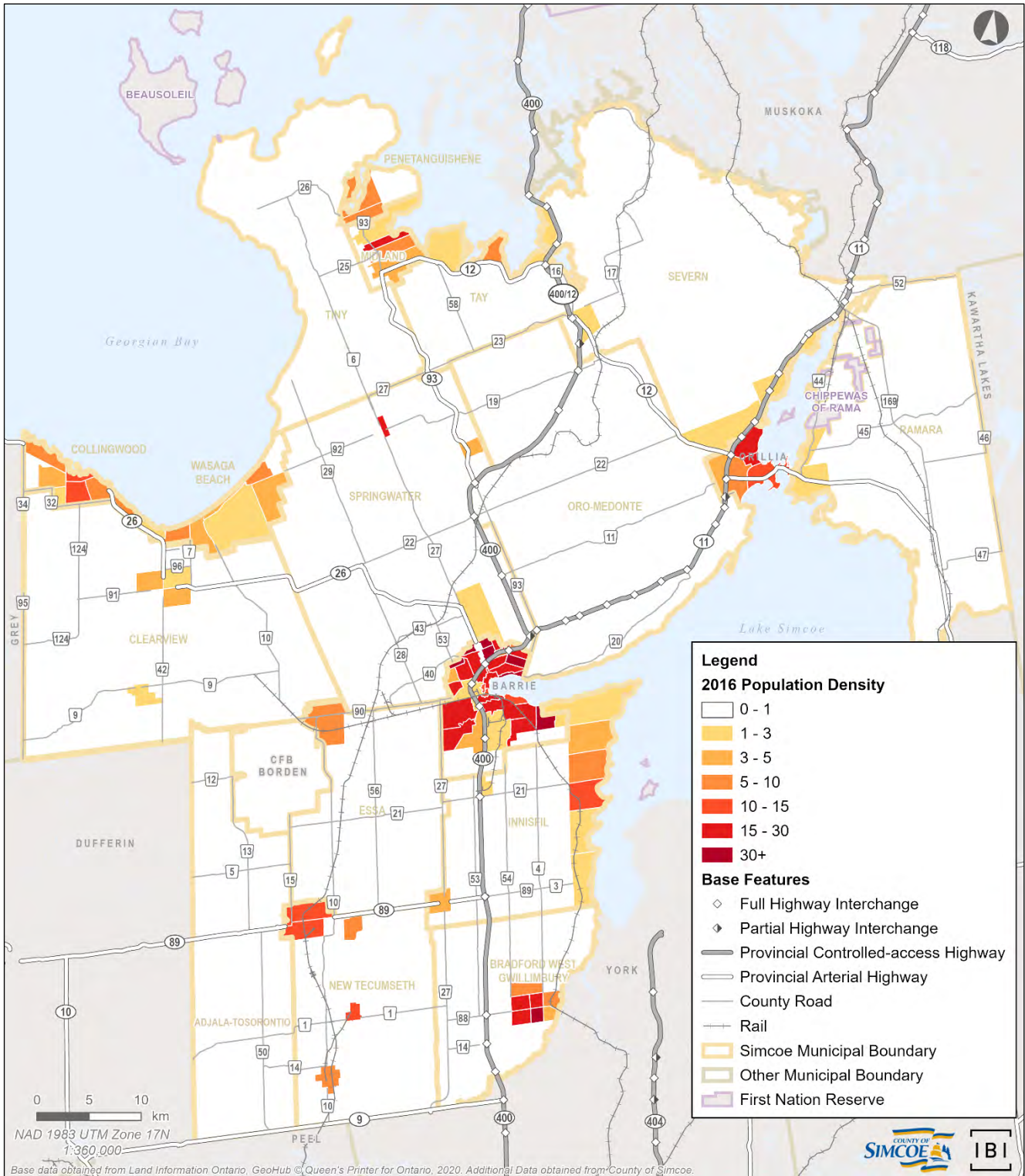


**IBI GROUP REVISED DRAFT REPORT**

**County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES**

Prepared for County of Simcoe

**Exhibit 2.2: County of Simcoe and Area 2016 Population Density**



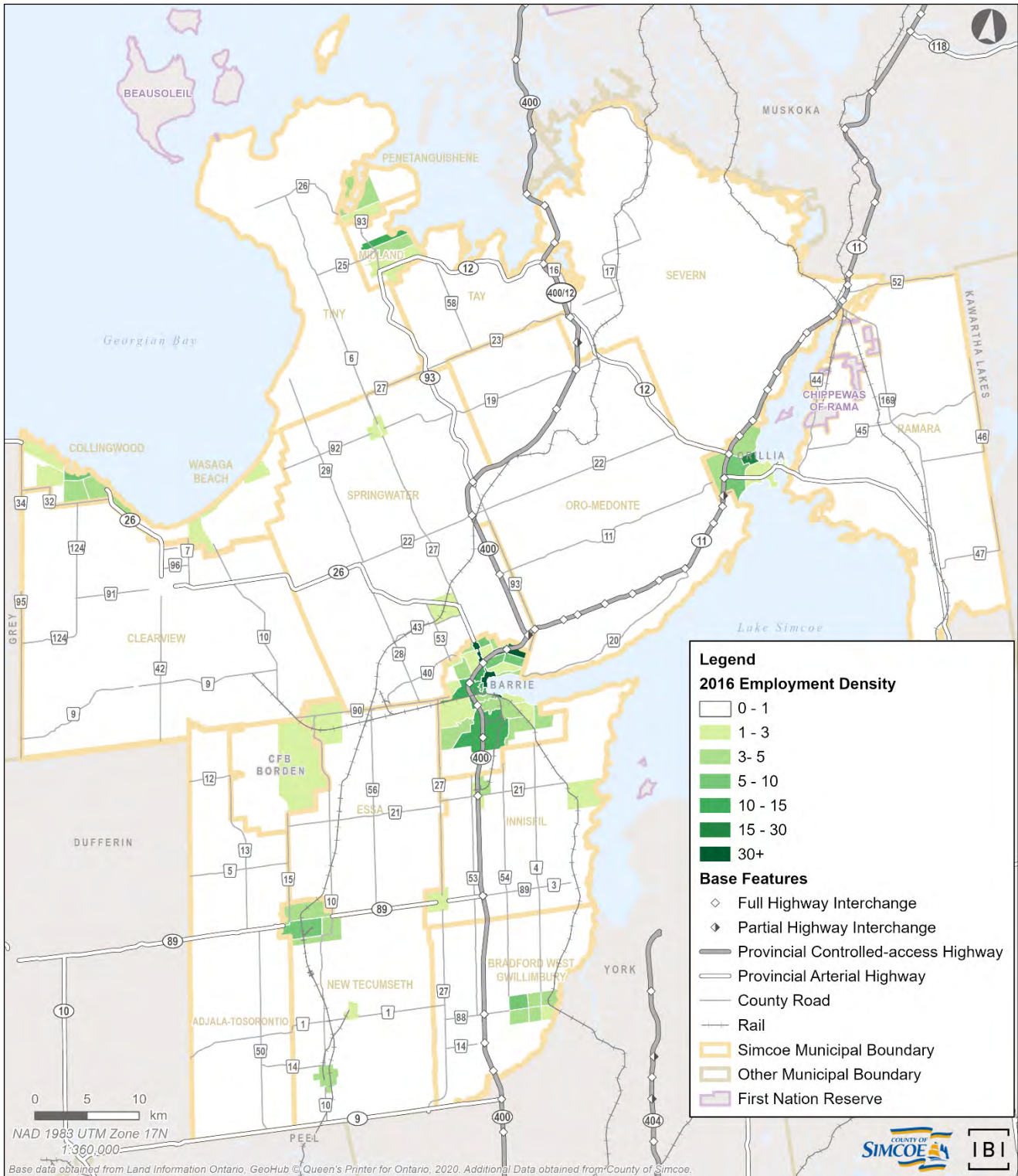
Source: IBI Group analysis of 2106 Transportation Tomorrow Survey data

**IBI GROUP REVISED DRAFT REPORT**

**County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES**

Prepared for County of Simcoe

**Exhibit 2.3: County of Simcoe and Area 2016 Employment Density**



Source: IBI Group analysis of 2106 Transportation Tomorrow Survey data

## 2.1 Lower-Tier Municipalities

Exhibit 2.4 summarizes 2016 population, land area and population density for each of the County’s lower-tier municipalities. The County is anticipated to increase 81% in population from approximately 307,000 in 2016 to approximately 555,000 in 2051 per the Province’s *Greater Golden Horseshoe Growth Plan (2020)*. (Further information about planned growth is described in Section 7.1.)

**Exhibit 2.4: County of Simcoe 2016 Population, Land Area and Density by Lower-Tier Municipality**

Lower-Tier Municipality	Census Population (2016)	Land Area (km <sup>2</sup> )	Density (pop./km <sup>2</sup> )
Township of Adjala-Tosorontio	10,975	372.3	29.5
Town of Bradford West Gwillimbury	35,325	201.0	175.7
Township of Clearview	14,151	557.1	25.4
Town of Collingwood	21,793	33.8	645.1
Township of Essa	21,083	280.0	75.3
Town of Innisfil	36,566	262.7	139.2
Town of Midland	16,864	199.9	84.3
Town of New Tecumseth	41,439	274.2	151.1
Township of Oro-Medonte	21,036	587.1	35.8
Town of Penetanguishene	8,962	25.6	350.4
Township of Ramara	9,488	418.8	22.7
Township of Severn	13,477	549.8	24.5
Township of Springwater	19,059	536.3	35.5
Township of Tay	10,033	139.1	72.1
Township of Tiny	11,787	336.9	35.0
Town of Wasaga Beach	20,675	58.6	352.6
<b>County of Simcoe</b>	<b>307,050</b>	<b>4,859.6</b>	<b>63.2</b>



These figures highlight a wide range of characteristics across the municipalities for 2016:

- The municipalities vary greatly in population, from as low as the Town of Penetanguishene at 8,962 residents, to as high as the Town of Innisfil at 36,566 residents.
- The municipalities vary greatly in geographic size, from as small as the Town of Penetanguishene at 26 square kilometres, to as large as the Township of Clearview at 557 square kilometres.
- The municipalities vary greatly in degree of urbanization, from the primarily rural Township of Ramara with an average population density of 23 people per square kilometre, to the primarily urban Town of Collingwood with an average population density of 645 people per square kilometre.

The sixteen member municipalities can be informally grouped into two distinct areas, namely the North and South Region Market Areas, with the dividing line at approximately the latitude of the City of Barrie/ County Road 90:

- **South Region Market Area:** Lower-tier municipalities in the south, most notably the Town of Bradford West Gwillimbury, the Town of Innisfil and the Town of New Tecumseth, are the most rapidly growing of the County's municipalities, as they are increasingly being integrated into the larger Greater Toronto Area economy and commuter shed. These municipalities face significant growth pressures and increasing traffic congestion as the economy around Toronto, including in nearby York Region, continues to expand and commuter transit options continue to improve.
- **North Region Market Area:** On the other hand, lower-tier municipalities in the north Simcoe – particularly those located along the Georgian Bay shoreline including Collingwood, Wasaga Beach, Midland, Penetanguishene and Severn – have economies largely focused on resources, agriculture and tourism, and comprise part of Ontario's "Cottage Country." These areas are facing growth pressures owing to their significant leisure and recreational opportunities. The largest growth is anticipated to take place in the urbanized areas of the Towns of Collingwood, Wasaga Beach and Springwater.

Across these municipalities are numerous population settlements of varying sizes. Locations of these are shown in Exhibit 2.5 according to the County's Official Plan (2016) categories of settlement areas.

The County has designated six primary settlement areas: Alcona, Alliston, Bradford, Collingwood, Midland and Penetanguishene. These are larger settlements suitable for high intensification targets, public transit services and high-density targets for designated greenfield areas and are intended to be developed as complete communities. These County of Simcoe settlement areas serve as important centres for jobs and services and are potential transit connections for the nearby rural market areas and smaller communities, along with Barrie and Orillia, which themselves also serve as larger regional centres. Higher concentrations of employment can be seen in each of the County's primary settlement areas in the employment density map provided earlier (Exhibit 2.3).

Dozens of secondary settlement areas and dozens of rural settlements are also located throughout the County.

## 2.2 Cities of Barrie and Orillia

Though the City of Barrie (141,400 population in 2016) and City of Orillia (31,200 population in 2016) are each geographically surrounded by the County of Simcoe, they are administered separately as single-tier municipalities independent of the County.

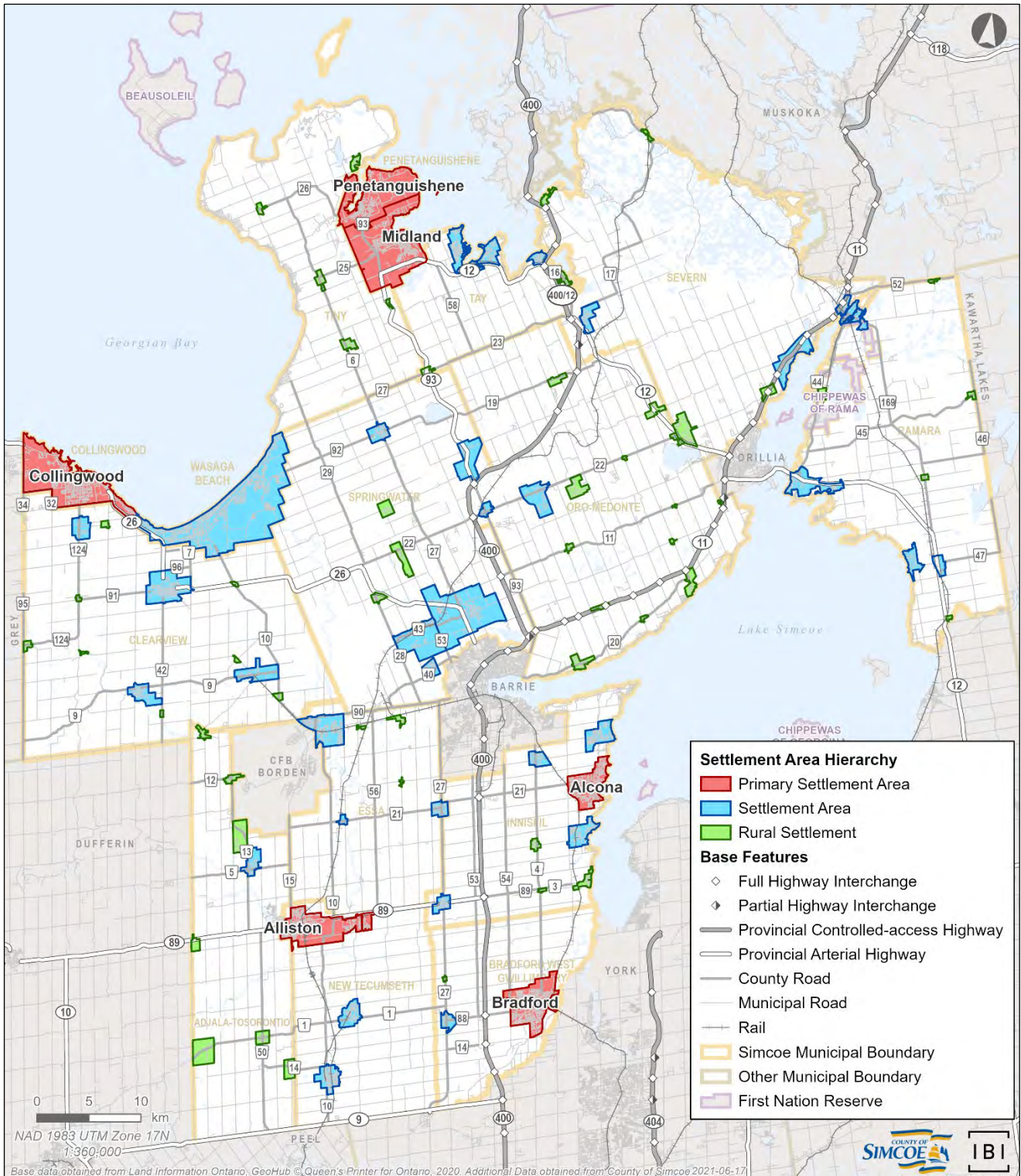
Both cities serve as important hubs for transportation, education, health services, and other essential needs for the surrounding area. For example, GO Transit operates a commuter rail service between Barrie and Toronto, Royal Victoria Regional Health Centre in Barrie is the largest health facility in the Simcoe County area, and both Barrie and Orillia are home to the Lakehead University campuses. The cities also serve as important employment centres for the labour force in the County.

**IBI GROUP REVISED DRAFT REPORT**

**County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES**

Prepared for County of Simcoe

**Exhibit 2.5: Settlement Areas in the County of Simcoe**



## 2.3 Indigenous Communities

The Duty to consult directs the project team to engage with Indigenous communities who may be affected by or may wish to help shape the transportation plans and policies that will be developed as part of the TMP Update.

The following First Nations have treaty rights in Simcoe County and all are members of the Williams Treaties First Nations:

- Beausoleil First Nation;
- Chippewas of Georgina Island First Nation;
- Chippewas of Rama First Nation (Mnjikaning);
- Alderville First Nation;
- Curve Lake First Nation;
- Hiawatha First Nation; and
- Mississaugas of Scugog Island First Nation.

The first three First Nations listed are adjacent to or in close proximity to the County can be seen in the map shown previously as Exhibit 2.1; all are Anishinaabeg (Ojibwa) people:

- **Beausoleil First Nation** (total population 2,600, on-reserve population 700<sup>1</sup>), is comprised of Christian Island 30 (island) and 30A (mainland) Indian Reserve Lands, and is located at the northern point of the County of Simcoe. Christian Island 30 is adjacent to the Township of Tiny, and Christian Island 30A lies directly north in Georgian Bay, and includes Christian Island, Beckwith Island and Hope Island.

Beausoleil First Nation operates a ferry service between Cedar Point on the mainland and Christian Island, the largest of the three islands. The ferry runs scheduled service for both passengers and vehicles and represents a critical connection point between Christian Island and the County. It also operates Chimnissing Transit, which runs between Midland and the ferry terminal.

- **Chippewas of Rama First Nation** (total population 900), comprising of Mnjikaning First Nation 32 Indian Reserve Lands, lies along the eastern

---

<sup>1</sup>Population figures in this section are as of September 2021, rounded, from Indigenous and Northern Affairs Canada First Nation Profiles: <https://fnppn.aadnc-aandc.gc.ca/fnp/Main/Index.aspx?lasng=eng>



shore of Lake Couchiching and is largely encircled by the Township of Ramara. Casino Rama, a popular casino resort and largest First Nations casino in Canada, is located on the reserve lands. County Road 44 provides access to the resort and bisects parts of the reserve lands. County Road 169 also borders some of the reserve lands.

- **Chippewas of Georgina Island First Nation** (total population 900, on-reserve population 200), lies on and near the south shore of Simcoe. The mainland portions (33A) border on the Town of Georgina in York Region. The Aazhaawe Ferry covers the 3-km distance between Georgina Island and the mainland seasonally. A smaller water taxi is also available for registered members only. Crossing to the island is also possible in winter by ice road when conditions allow for safe passage. The First Nation reserve lands also include two smaller islands that lie farther west near Cook's Bay: Snake Island and Fox Island.

The other four listed First Nation Reserves are located outside of Simcoe County boundaries; however, these Nations have treaty rights within Simcoe County.

Engagement with Indigenous Nations is further detailed in a separate report, *Phase I: Engagement Summary*.

## 2.4 Transportation System Overview

The transportation system in the County of Simcoe is comprised of a vast network of roads, public transit services, railways, multi-use trails, a municipal airport and more. Exhibit 2.6 summarizes many of these transportation elements.

This section provides an overview of elements of the transportation system with a focus on jurisdiction, while a detailed mode-by-mode review is presented in Section 7.6.

### Road Network

The road network serves travel by private vehicle, public transit buses and commercial vehicles. Each road within the County is managed by one of three levels of government: the Province, the County or lower-tier municipalities. Exhibit 2.6 identifies roads in the County by jurisdiction.

Exhibit 2.6: County of Simcoe Transportation Network



The Province manages two controlled-access highways – Highway 400, which runs generally in a north-south direction bisecting the County, and Highway 11, which connects to Hwy 400 northeast of Barrie and continues through the District of Muskoka and beyond to northern Ontario. The Province also manages nine arterial highways in the County including Highways 9, 12, 26, 89 and 93.

The County of Simcoe is responsible for a network of roads that connect the various settlement areas within the County, with jurisdiction typically changing to that of the local municipality within the borders of the designated settlement areas.

## **Passenger Transit**

Numerous public transit services run within, to, from and through the County of Simcoe.

VIA Rail (a federal Crown corporation) and GO Transit and Ontario Northland (Crown agencies of the province) provide inter-regional transit services through the County.

Additionally, the County of Simcoe operates a growing network of public transit routes (LINX Transit), providing critical connections to communities throughout the County, including connections to seven local transit systems operated by local municipalities or the Cities of Barrie and Orillia.

Two transit services outside County boundaries also extend their service into the County – Chimnissing Transit and Muskoka Extended Transit.

## **Rail Freight**

Both Federal Class I railways operate in the County of Simcoe (Canadian Pacific Railway and Canadian National Railway) – these are the lines on which GO Transit and VIA Rail services operate, along with the movement of Class I freight.

The Barrie-Collingwood Railway is a short line railway operating in the County. Unlike Class I railways, short line railways are regulated by the Province.

## **Air**

The County of Simcoe is the majority owner of Lake Simcoe Regional Airport since January 1, 2020, with a 90% share. The City of Barrie has the remaining 10% share in the airport.



## Active Transportation

According to the Municipal Act, 2001, the provision of sidewalks alongside upper-tier roads is the responsibility of lower-tier municipalities.

However, active transportation support through paved shoulders on County roads is County responsibility.

The County's focus and responsibility is to provide longer-distance connections between settlement areas along County roads, as well as managing the County's trail network. The "spine" of the County's trail network includes the Trans-Canada Trail.

## 2.5 Environmental Features

The County's 2016 Official Plan summarize the local environment as follows:

The County of Simcoe is one of the most geologically diverse areas in Ontario, containing a wide array of prominent physiographic features. Two areas of high topographic relief, the Niagara Escarpment and the Oak Ridges Moraine, form much of the County's western and southern boundaries, respectively. The Oro or Bass Lake Moraine is the dominant landform northwest of Lake Simcoe, while on the east side of the lake is an extensive limestone plain. Granitic bedrock at surface occupies the northeast quadrant of the County. The interior is characterized by a mix of till plains south of the City of Barrie, and sand plains, till plains, and clay plains to the north of Barrie.

Several of the larger river systems that drain north into Georgian Bay, notably the Nottawasaga and Wye, occupy wide, flat valleys underlain by extensive beds of silt and organic deposits which in turn give rise to several large wetlands such as Minesing Wetland and Wye Marsh.

Simcoe County is home to over 1500 species of vascular plants, over 150 species of nesting birds, 50 mammals, and 33 reptiles and amphibians. It supports specialized vegetation communities adapted to unique habitats such as coastal plains, prairies and savannas, alvars, bogs and fens, the Great Lakes shoreline, and Niagara Escarpment cliff faces and talus slopes.

**IBI GROUP REVISED DRAFT REPORT**

County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

The County also features a variety of environmentally-significant features that were inventoried as part of the County's latest Official Plan (2016) update and include the following, shown in Exhibit 2.7 through Exhibit 2.11, respectively:

- Areas of natural and scientific interest (ANSI);
- Provincially and locally significant wetlands;
- Wellhead protection areas, and surface water intake protection zones;
- Highly vulnerable aquifers; and
- Significant ground water recharge areas.

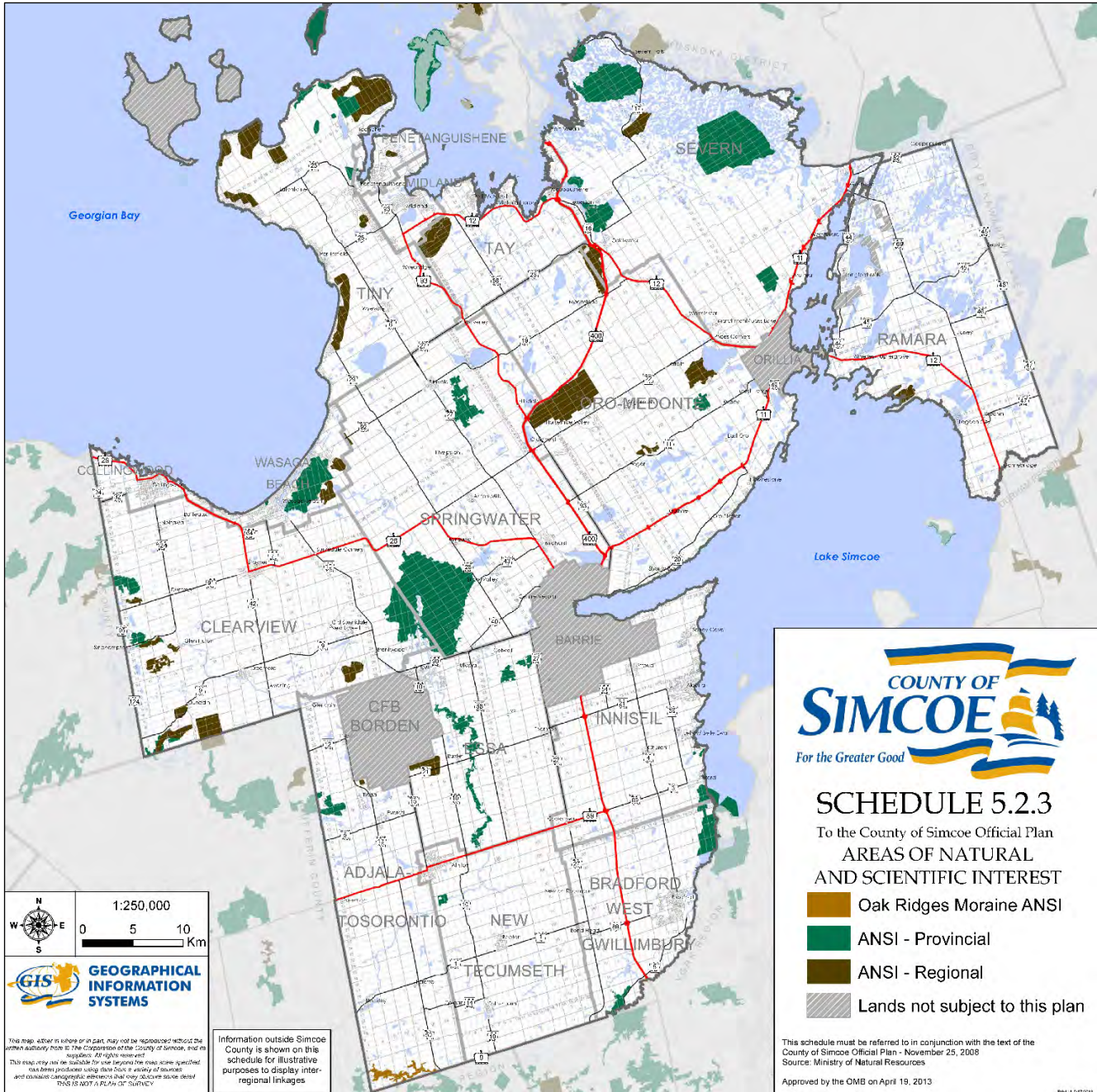
An important goal of the TMP Update is to protect the natural environment, these areas will be taken into consideration in all recommendations. The County is also subject to numerous provincial environmental policies, outlined in Chapter 3.

**IBI GROUP REVISED DRAFT REPORT**

**County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES**

Prepared for County of Simcoe

**Exhibit 2.7: Areas of Natural and Scientific Interest**



Source: County of Simcoe Official Plan (2016)

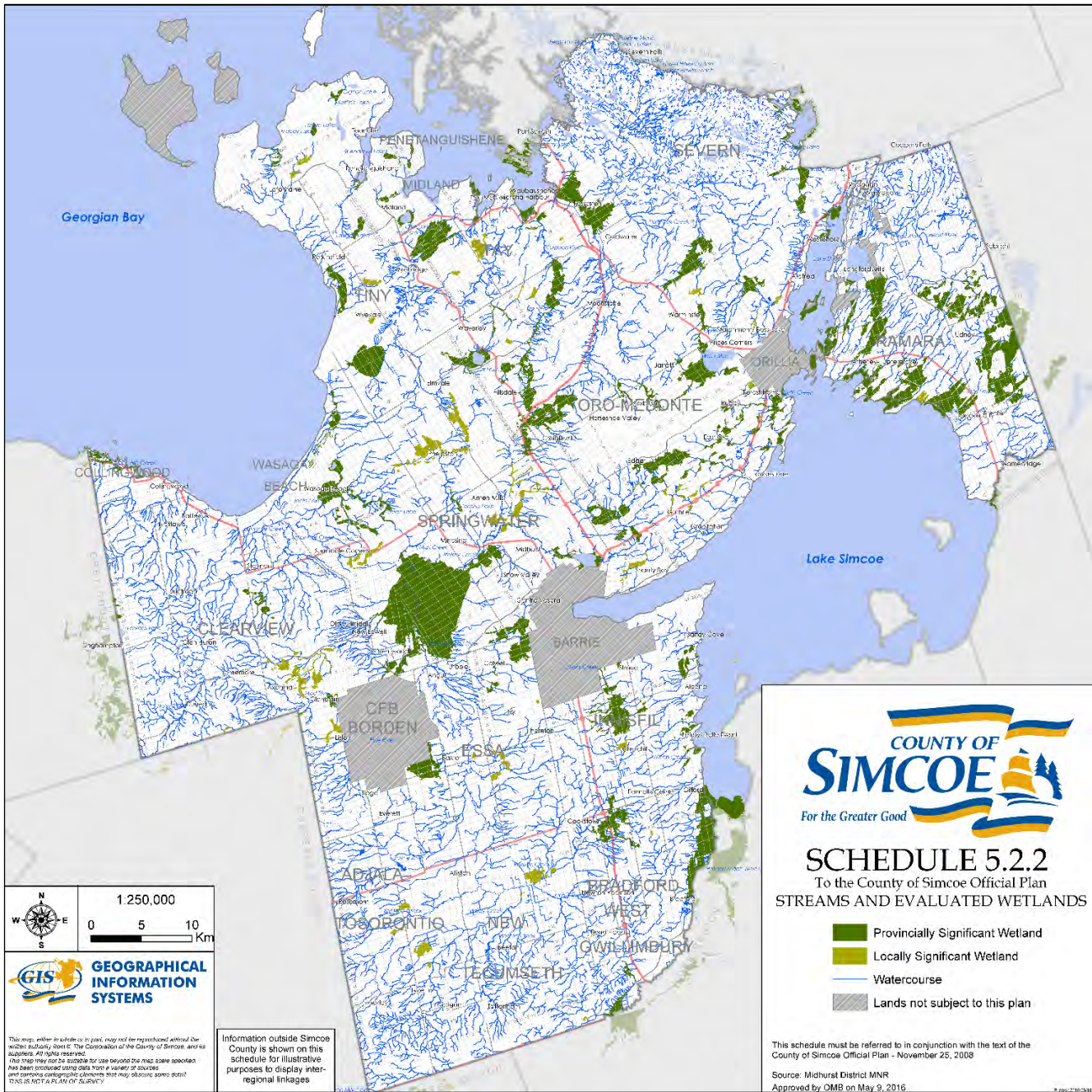


# IBI GROUP REVISED DRAFT REPORT

## County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

### Exhibit 2.8: Streams and Significant Wetlands



Source: County of Simcoe Official Plan (2016)

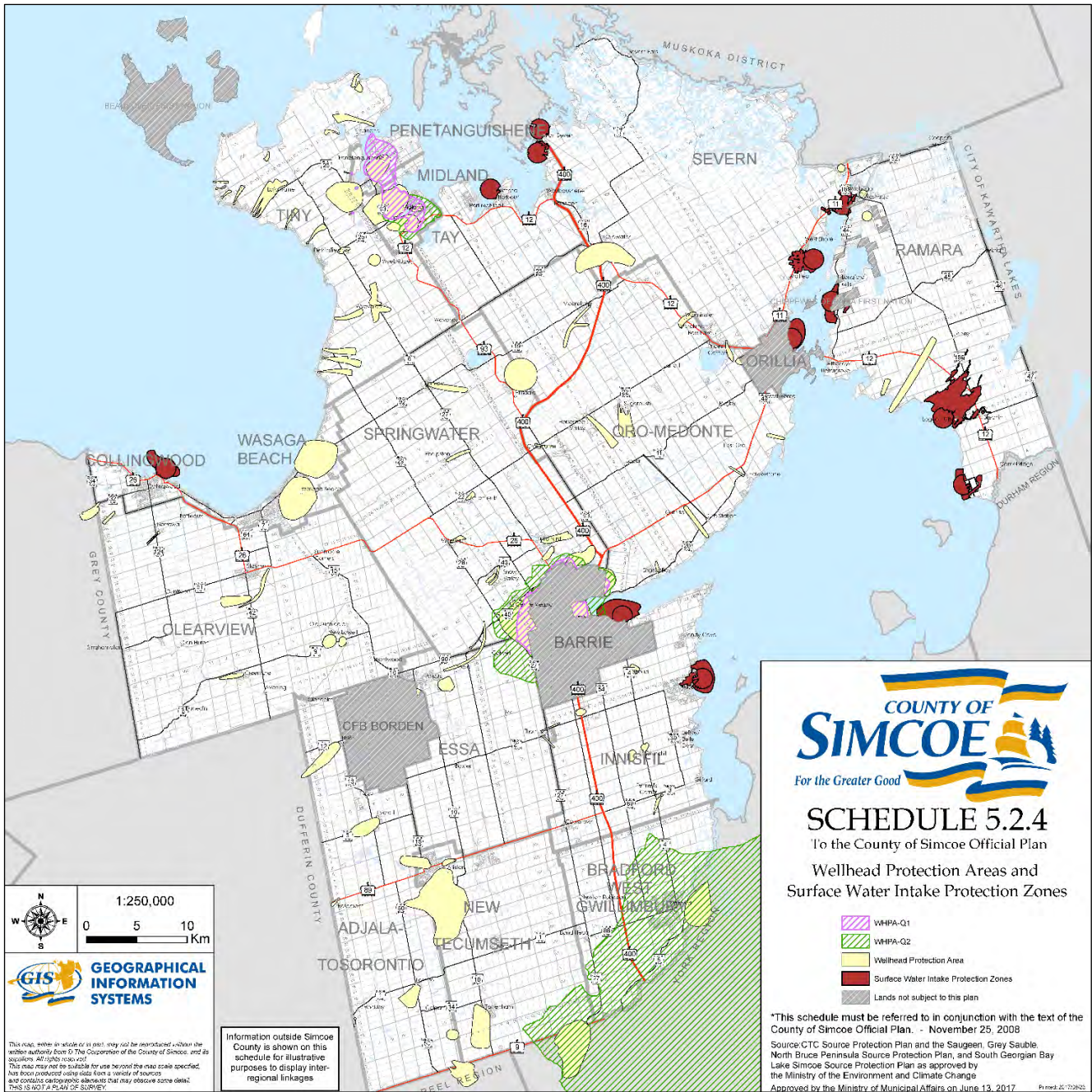


**IBI GROUP REVISED DRAFT REPORT**

**County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES**

Prepared for County of Simcoe

**Exhibit 2.9: Wellhead Protection Areas and Surface Water Intake Protection Zones**



Source: County of Simcoe Official Plan (2016)

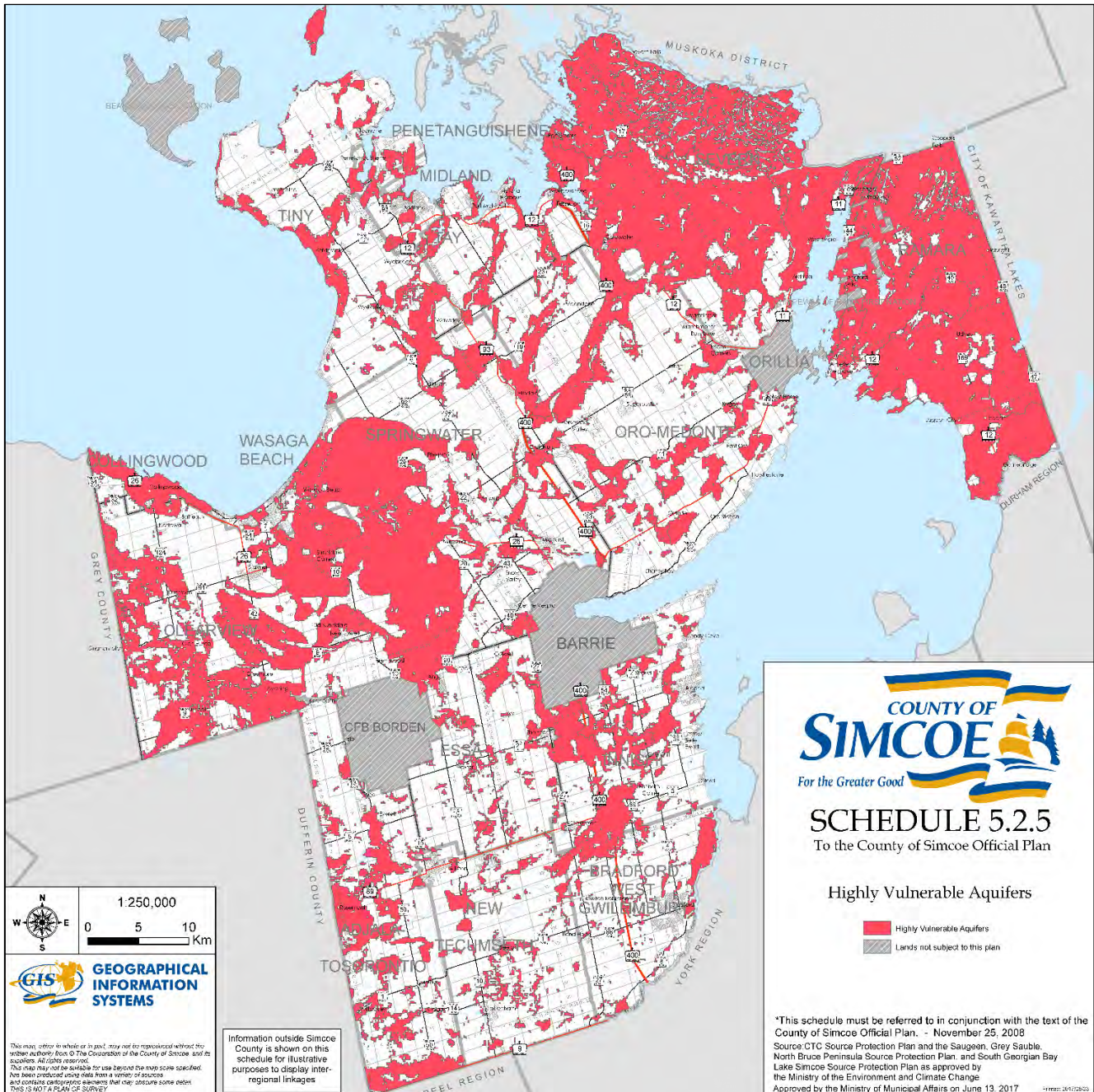


**IBI GROUP REVISED DRAFT REPORT**

**County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES**

Prepared for County of Simcoe

**Exhibit 2.10: Highly Vulnerable Aquifers**



Source: County of Simcoe Official Plan (2016)

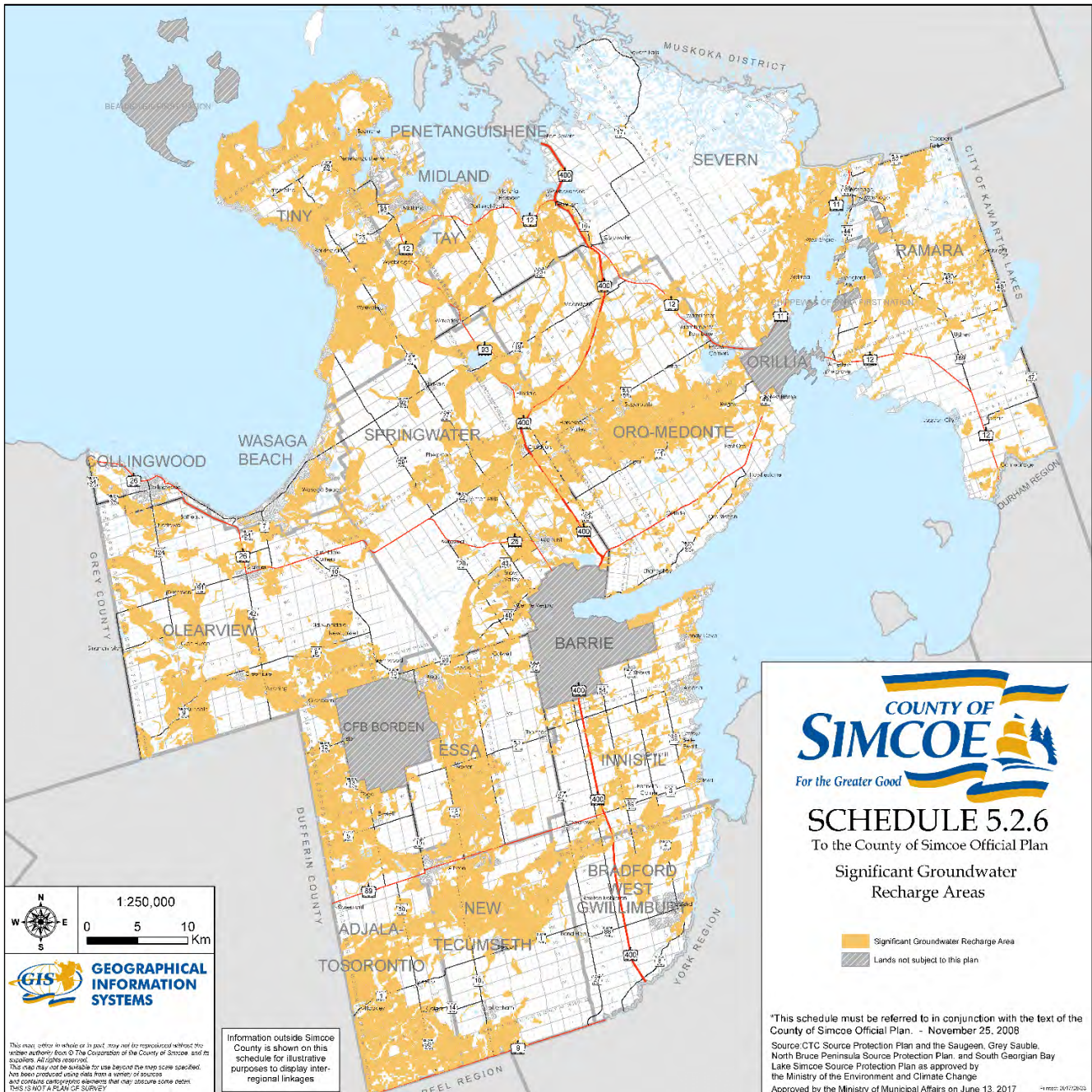


**IBI GROUP REVISED DRAFT REPORT**

**County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES**

Prepared for County of Simcoe

**Exhibit 2.11: Significant Groundwater Recharge Areas**



Source: County of Simcoe Official Plan (2016)

## 3 Planning and Policy Context

The County's TMP Update must align with existing County and provincial policies and be informed by the plans and policies of the County's local municipalities and of its neighbouring municipalities. This section provides an overview of the policies and plans at the provincial, regional and municipal levels that impact the development of the TMP Update.

### 3.1 Provincial Policies and Initiatives

The Province of Ontario provides strategic direction regarding transportation planning and has put forward policy that encourages the development of multi-modal transportation options and sustainable land use development patterns. The Provincial Policy Statement (2020) and the Growth Plan for the Greater Golden Horseshoe (2020) serve as core regional growth management policies that inform and shape the TMP Update and are described below.

The Province is developing a Greater Golden Horseshoe Transportation Plan that will guide the development of Provincial transportation assets and services in the GGH, which includes the County of Simcoe. The Greenbelt Plan (2017), Niagara Escarpment Plan (2017), Oak Ridges Moraine Plan (2017) and Lake Simcoe Protection Plan (2009) provide the environmental planning and policy context for the region. These plans, discussed subsequently, inform the TMP Update and provide important context and policy direction throughout the study process.

#### **Provincial Policy Statement (2020)**

The Provincial Policy Statement (PPS) provides overarching policy direction on matters of provincial interest related to land use planning and development. The PPS covers policies regarding growth management, natural resources, environmental protection, employment, housing, public space, transportation and public health and safety. The PPS is supportive of developing multi-modal transportation systems within and between municipalities in Ontario.

All municipal plans, including the TMP Update, must conform to the policy directions outlined in the PPS.

Key transportation planning and policy directions from the PPS that are of strategic importance to the development of the TMP Update are as follows:

- Promote healthy and active communities by planning infrastructure and facilities to be safe, support active transportation and community connectivity, and meet the needs of pedestrians;
- Support transportation systems to facilitate the movement, and meet the projected needs, of goods and people;
- Develop connectivity within and among transportation systems and modes, and improve cross-jurisdictional boundary connections;
- Plan for land use development to support transit and active transportation, and minimize vehicle trips;
- Support economic prosperity by providing a reliable multi-modal transportation system; and
- Support energy conservation and efficiency, reduced greenhouse gas emissions and climate resiliency through active transportation and transit between residential, employment and institutional uses and other areas.

### **Places to Grow: Growth Plan for the Greater Golden Horseshoe (2020)**

The Growth Plan provides a framework to plan for growth and development in the GGH, and outlines policies and strategies to improve the ways in which cities and smaller communities will accommodate growth over the long-term. **The County of Simcoe is part of the Growth Plan’s outer ring geographic area and is forecasted to have a population of 555,000 and accommodate 198,000 jobs by 2051.**

The Growth Plan includes transportation supportive policy statements that inform planning in the GGH:

- Section 6 Simcoe Sub-area provides more specific direction for growth within the County of Simcoe (which also comprises the City of Barrie and City of Orillia for the purposes of the Growth Plan) and enables the alignment of growth with infrastructure and servicing investments.
- The Growth Plan identifies *Primary Settlement Areas* where growth should be directed. Within the County, these include Bradford, Alliston, Alcona, Collingwood, and Midland and Penetanguishene, representing areas.

**IBI GROUP REVISED DRAFT REPORT**

County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

- *Employment Areas* are also identified in the Growth Plan. Within the County of Simcoe these include Bradford West Gwillimbury Strategic Settlement Employment Area, Innisfil Heights Strategic Settlement Employment Area, Lake Simcoe Regional Airport Economic Employment District, and Rama Road Economic Employment District.

A map of the Simcoe Sub-area identifying the above is provided in Exhibit 3.1.

Key transportation policy directions from the Growth Plan are as follows:

- Support the achievement of complete community designed to support healthy and active living;
- Offer a balance of transportation choices and develop transportation demand management policies that reduces reliance upon the automobile;
- Prioritize active transportation, transit and goods movement over single-occupant automobiles; and
- Expand infrastructure to support active transportation.

**By July 1, 2022, the County of Simcoe Official Plan is required to conform to the Growth Plan.** It is important that the TMP Update is consistent with these polices and makes strides toward realizing the Province’s vision for the Greater Golden Horseshoe and the planning of complete communities that are healthy and prosperous.



Exhibit 3.1: Growth Plan for the Greater Golden Horseshoe Simcoe Sub-Area



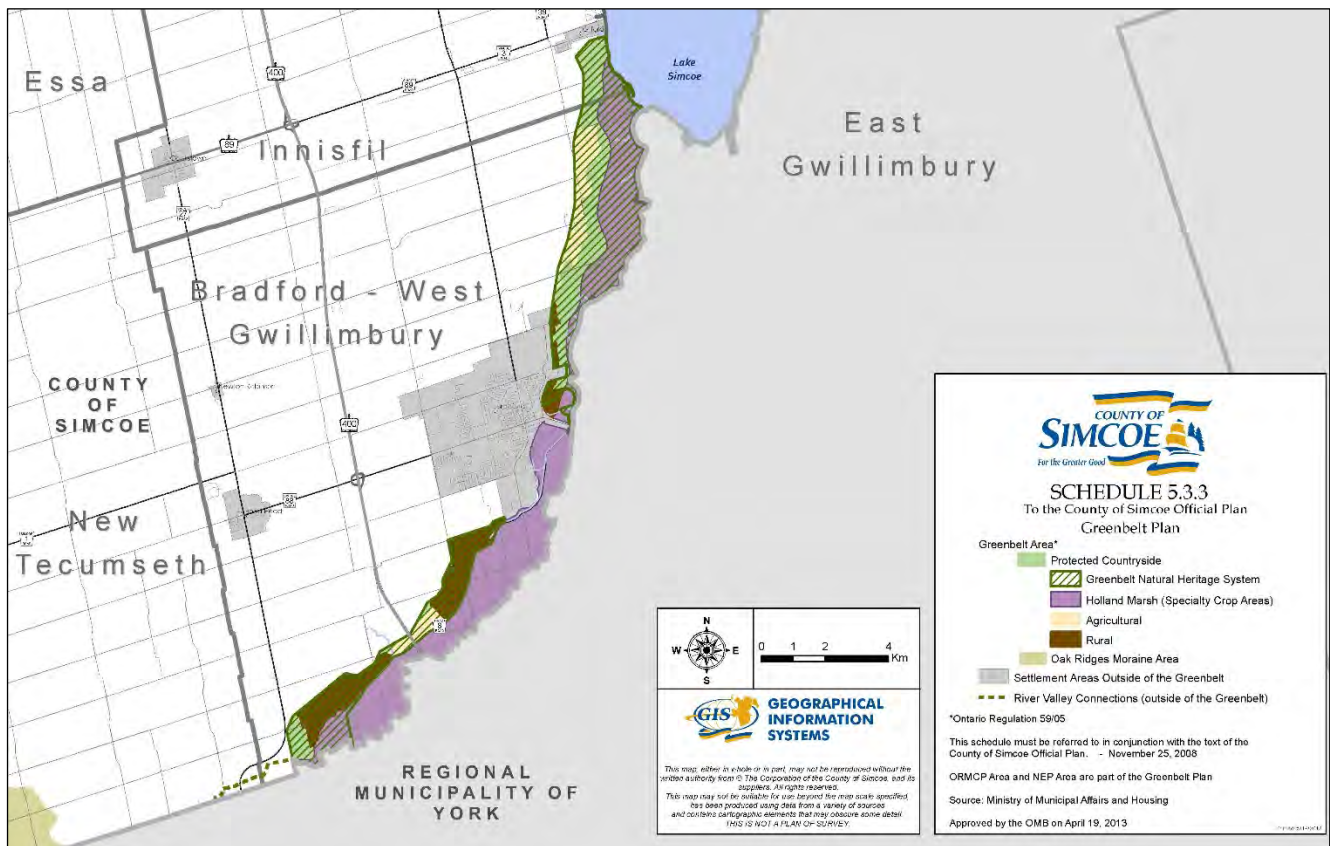
Source: A Place to Grow – Growth Plan for the Greater Golden Horseshoe, Schedule 8 (2020)

### Greenbelt Plan (2017)

Ontario’s Greenbelt Plan identifies where urbanization should not occur in relation to the Greater Golden Horseshoe’s Greenbelt area and provides permanent protection to the agricultural land base and its ecological and hydrological features. The Greenbelt Plan works alongside the Growth Plan to build on the PPS and create a land use planning framework for the Greater Golden Horseshoe.

The Greenbelt Plan recognizes the need for new infrastructure to serve the growth projected in the GGH and connect communities north and south of the Greenbelt. The Plan includes policies for infrastructure within the Greenbelt Area. Exhibit 3.2 shows the Greenbelt Area within the County of Simcoe, comprising primarily “Protected Countryside” lands.

Exhibit 3.2: Greenbelt Plan within the County of Simcoe



Source: County of Simcoe Official Plan (2016)

### **Niagara Escarpment Plan (2017)**

The Niagara Escarpment Plan serves to balance development, protection and enjoyment of the Escarpment and works within the framework set out in the Growth Plan for where and how future population and employment growth should be directed.

Infrastructure within the *Niagara Escarpment Plan Area* should be designed and located to have the least impact possible on the Escarpment environment. Infrastructure should avoid impacts to environmental areas such as Escarpment Natural Areas, parks, open spaces and prime agricultural areas. The Niagara Escarpment Plan includes objectives and policies for the Niagara Escarpment Parks and Open Space System, which includes active transportation facilities. Exhibit 3.3 demonstrates the Niagara Escarpment Plan land use designations specific to the County of Simcoe.

### **Oak Ridges Moraine Conservation Plan (2017)**

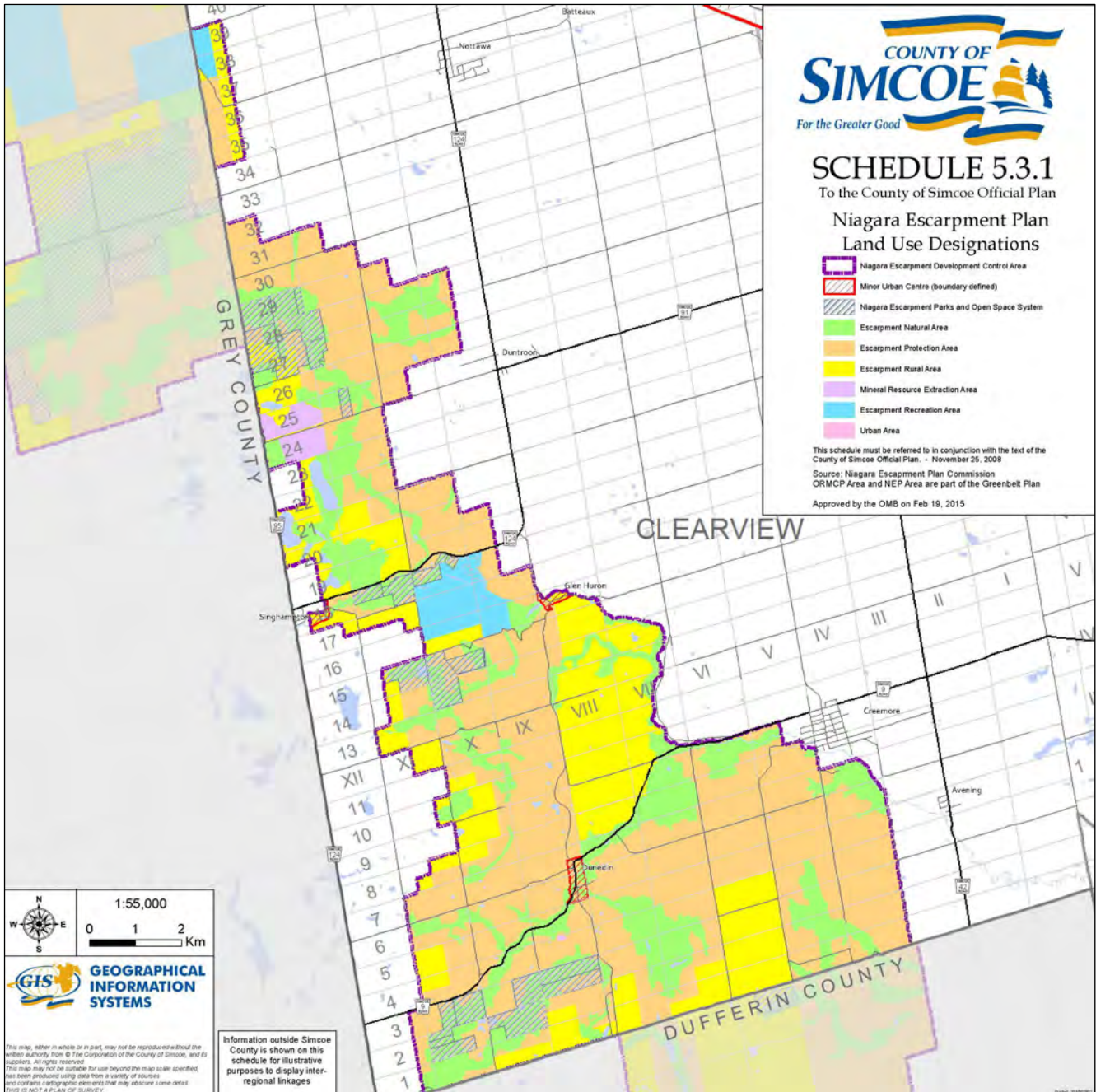
The Oak Ridges Moraine Conservation Plan provides land use and resource management planning for the protection of the Moraine's ecological and hydrological features and functions. There are four land uses that define the Moraine lands: *Natural Core Areas*, *Natural Linkage Areas*, *Countryside Areas* and *Settlement Areas*.

The Oak Ridges Moraine Conservation Plan states that new infrastructure corridors are only allowed in *Natural Core Areas* and *Natural Linkages Areas* if necessary and there is no reasonable alternative. Exhibit 3.4 shows the land use designations for the County of Simcoe,

Exhibit 3.5 shows the hydrologically sensitive features and aquifer vulnerability, and Exhibit 3.6 show the key natural heritage features and landform conservation areas.

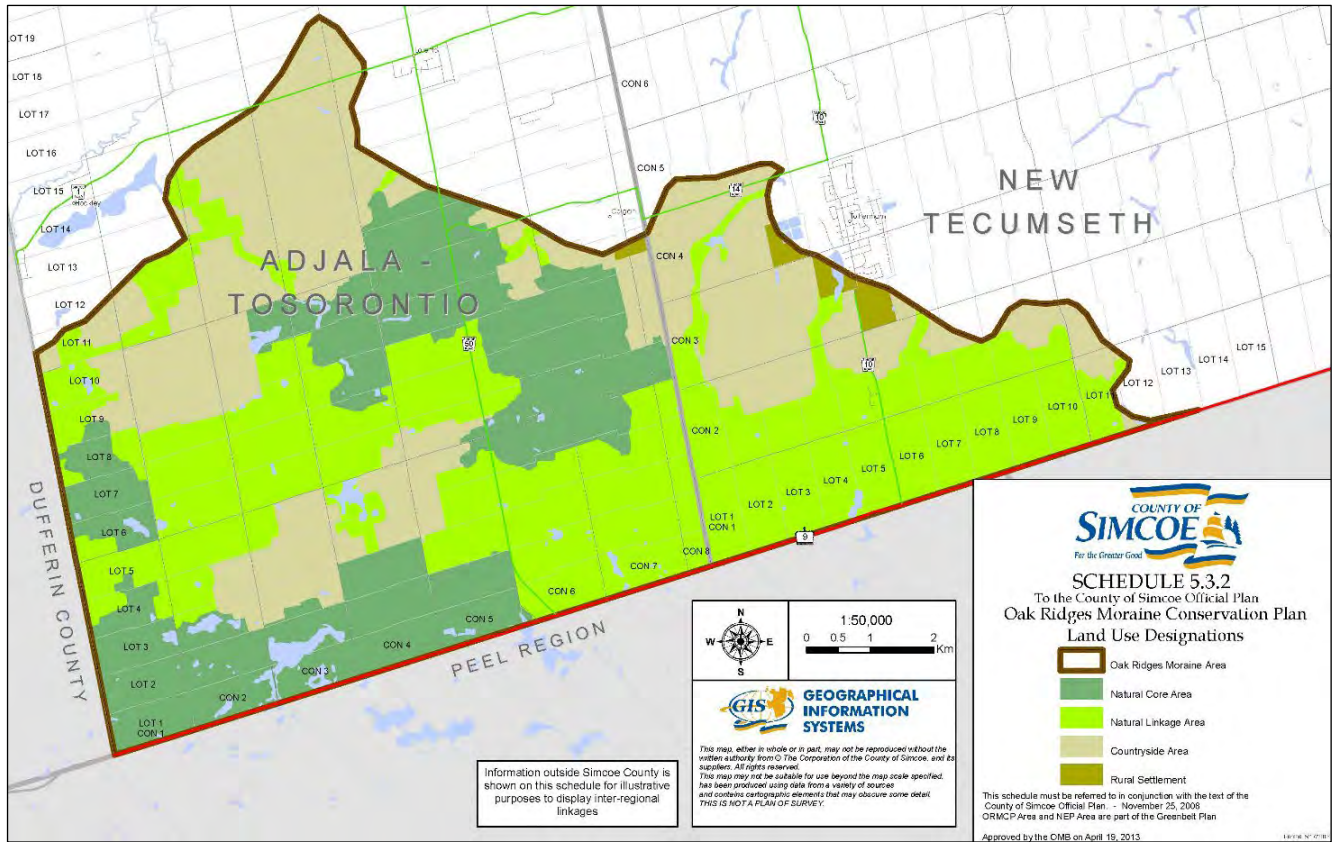


**Exhibit 3.3: County of Simcoe Official Plan – Niagara Escarpment Plan Land Use Designations**



Source: County of Simcoe Official Plan (2016)

**Exhibit 3.4: County of Simcoe Official Plan – Oak Ridges Moraine Conservation Plan Land Use Designations**



Source: County of Simcoe Official Plan (2016)

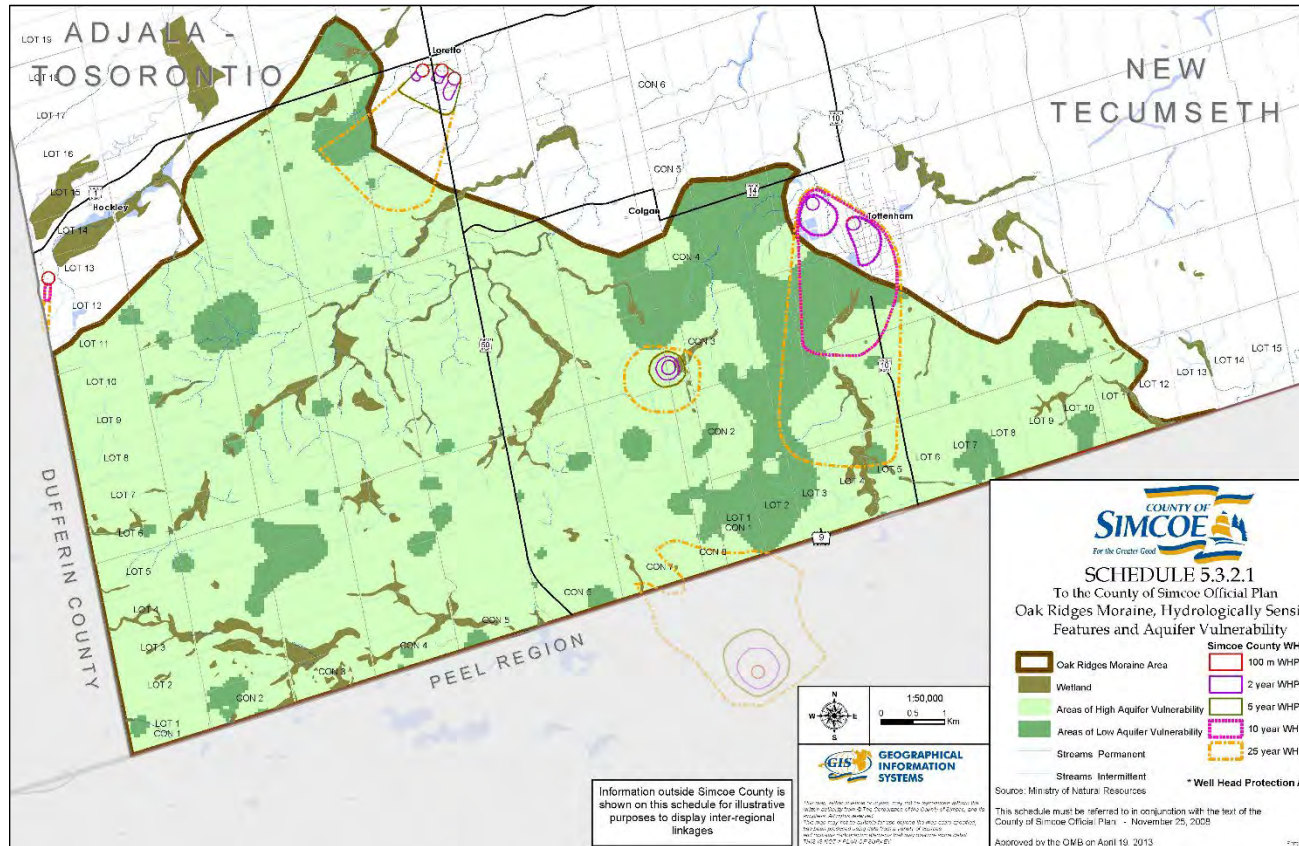


**IBI GROUP REVISED DRAFT REPORT**

**County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES**

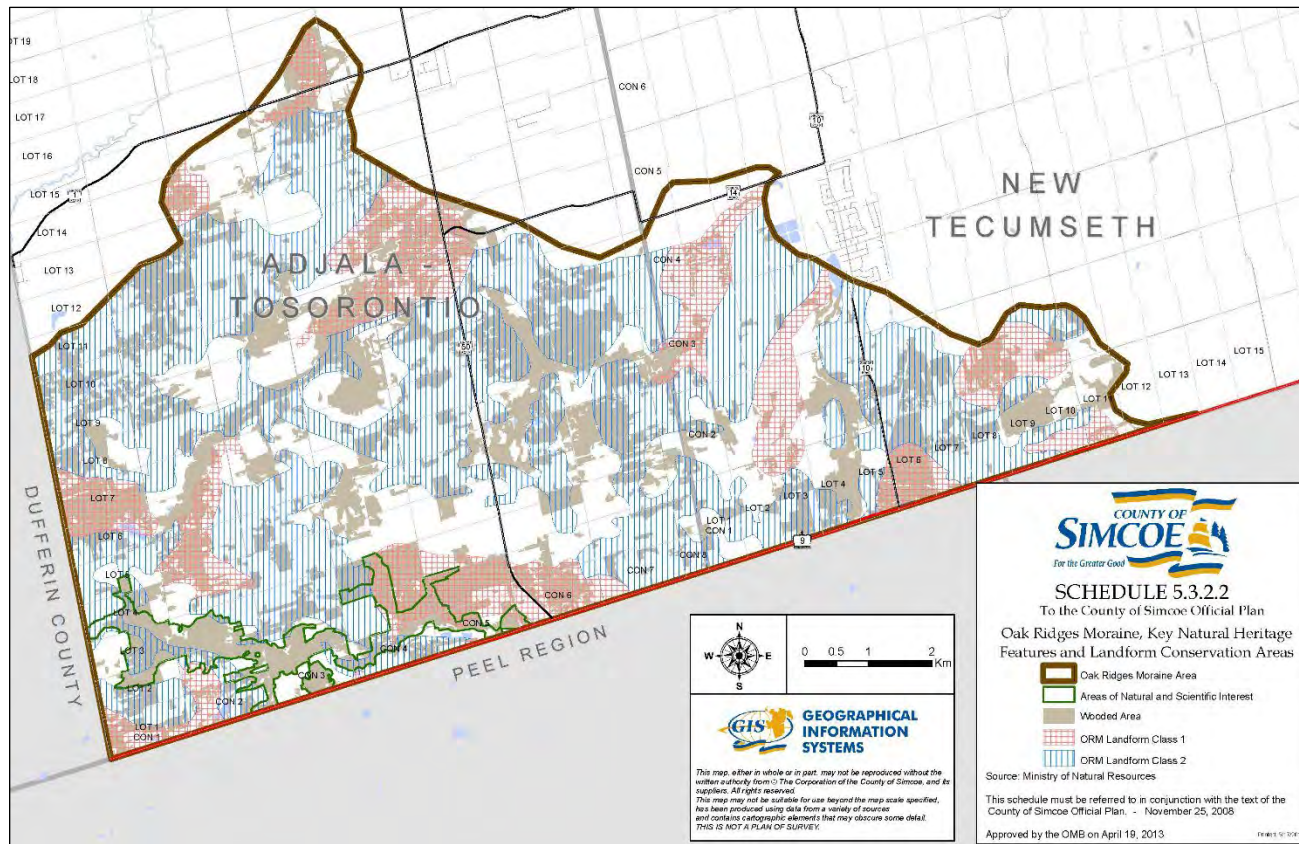
Prepared for County of Simcoe

**Exhibit 3.5: County of Simcoe Official Plan – Oak Ridges Moraine, Hydrologically Sensitive Features and Aquifer Vulnerability**



Source: County of Simcoe Official Plan (2016)

Exhibit 3.6: County of Simcoe Official Plan – Oak Ridges Moraine, Key Natural Heritage Features and Landform Conservation Areas



Source: County of Simcoe Official Plan (2016)

### Lake Simcoe Protection Plan (2009)

The Lake Simcoe Protection Plan was prepared and approved under the Lake Simcoe Protection Act, 2009, and serves to protect the ecological health and environmental sustainability of the Lake Simcoe Watershed. Like the Oak Ridges Moraine Plan, new infrastructure in certain areas, such as within a key natural heritage feature or within a related vegetation protection zone, is only permitted if there is no reasonable alternative. Exhibit 3.7 shows the County of Simcoe Land Use Designations and includes the Lake Simcoe Protection Plan watershed boundary.

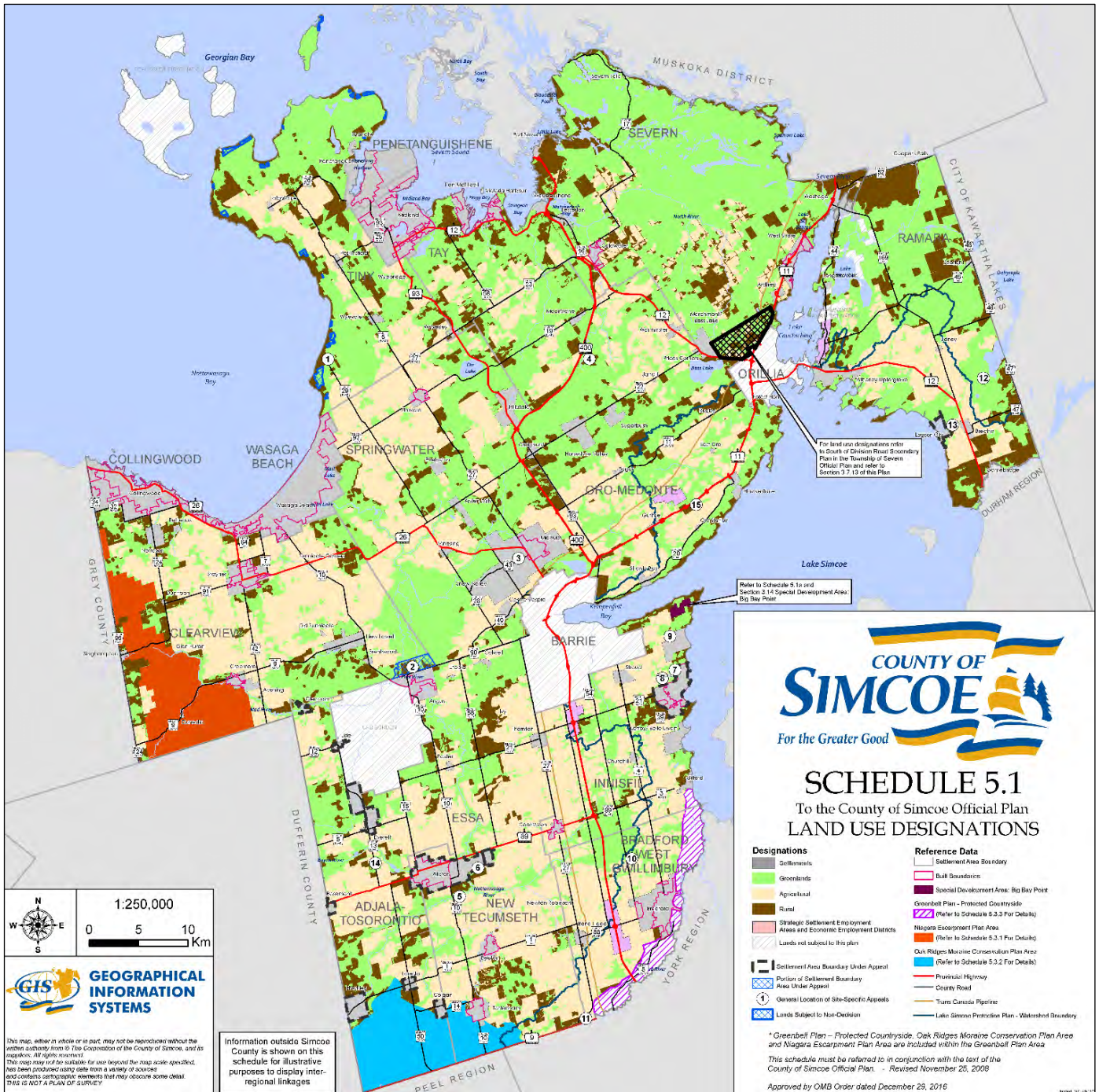


**IBI GROUP REVISED DRAFT REPORT**

**County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES**

Prepared for County of Simcoe

**Exhibit 3.7: County of Simcoe Official Plan – Land Use Designations**



Source: County of Simcoe Official Plan (2016)

## **2041 Regional Transportation Plan (2018)**

Metrolinx' 2041 Regional Transportation Plan (RTP) provides the framework for an integrated, multi-modal regional transportation system in the Greater Toronto and Hamilton Area and outlines how governments and transit agencies will cooperate to support a high quality of life, strong economy and a protected environment.

The core policy framework of the RTP is as follows:

### **Goals:**

- Strong connections;
- Complete travel experiences; and
- Sustainable and healthy communities.

### **Strategies:**

- Complete delivery of current projects;
- Connect the region;
- Optimize the system;
- Integrate transportation and land use; and
- Prepare for an uncertain future.

The TMP Update should align with the direction outlined in the RTP in support of an integrated and regional transportation network. Of relevance to TMP Update, elements of the RTP include the following:

- Increased GO Rail service on the Barrie Line to two-way all-day service;
- New GO Rail Station in Innisfil;
- New regional express bus route connecting Toronto to Barrie;
- Proposed MTO high-occupancy vehicle (HOV) route along Highway 400; and
- Highway 9 and Highway 400 are identified as *Core Regional Routes* as part of the Regional Goods Movement Network.

## **Province-Wide Cycling Network Study (2018)**

The Province-Wide Cycling Network Study builds on #CycleON (2013), Ontario's 20-year strategy to help promote cycling as a viable transportation method for people of all ages and abilities.

**IBI GROUP** REVISED DRAFT REPORT

County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

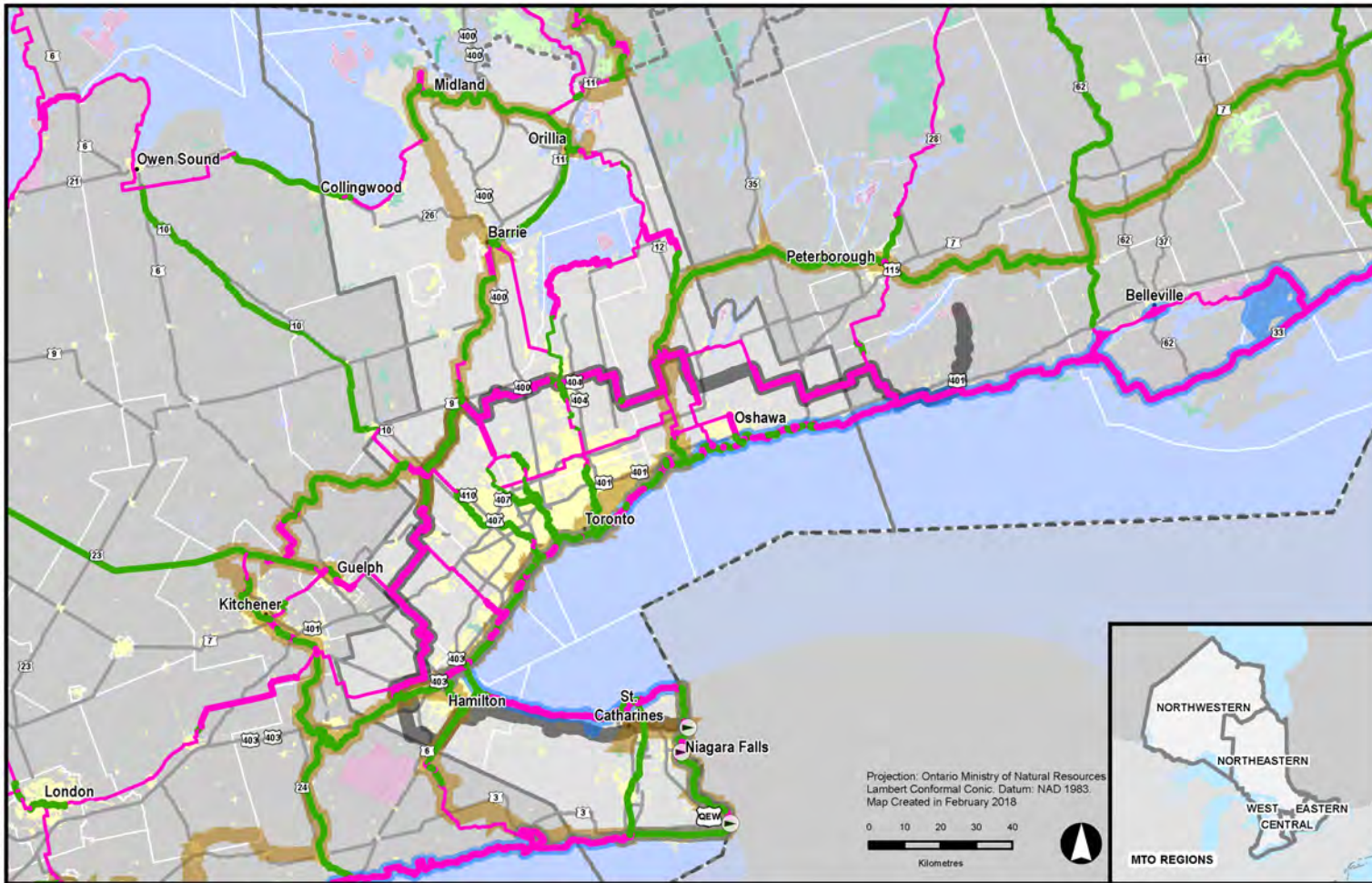
Prepared for County of Simcoe

As part of #CycleON Action Plan 1.0 (2018), a province-wide cycling network and implementation plan was developed. The provincial cycling network, shown in Exhibit 3.8 , will help shape the development of the County's cycling network through the TMP Update.

A complete streets lens will guide the expansion of active transportation infrastructure throughout the development of the TMP Update. This includes identifying a cycling network that focuses on connecting communities, filling in existing gaps, identifying underserved areas and maintaining continuity with the Province-wide Cycling Network Study.



Exhibit 3.8: MTO Existing and Proposed Cycling Network – Central Region



Projection: Ontario Ministry of Natural Resources  
 Lambert Conformal Conic. Datum: NAD 1983.  
 Map Created in February 2018

0 10 20 30 40  
 Kilometres

**MAP 3: PROVINCE-WIDE CYCLING NETWORK CENTRAL REGION**  
 MINISTRY OF TRANSPORTATION

**Province-wide Network**

Existing On-Road	Proposed On-Road	The Great Trail	Primary Highway
Existing Off-Road	Proposed Off-Road	Great Lakes Waterfront Trail	Secondary/Tertiary Highway
Existing Off-Road	Proposed Off-Road	Greenbelt Cycling Route	Route Border Crossing
		MTO Regional Boundary	

**THIS MAP IS FOR DISCUSSION – NOT FOR NAVIGATION.**  
 This map illustrates routes identified through an iterative study process as part of the province-wide cycling network. This network concept is intended to inform and guide future cycling infrastructure decisions with the long-term goal of establishing a connected and consistent network. The routes shown on this map include both existing and proposed cycling facilities. All routes illustrated are subject to further evaluation. Existing routes are based on data provided from multiple sources and route conditions have not been verified through field investigation. Existing facilities may not meet current provincial guidelines. All routes require a detailed feasibility study prior to implementation. Please note: Not all First Nation communities are shown on this map due to scale. All communities are shown on the online map of the cycling network on the Ministry of Transportation web site.

Source: MTO, Province-Wide Cycling Network Study (2018)



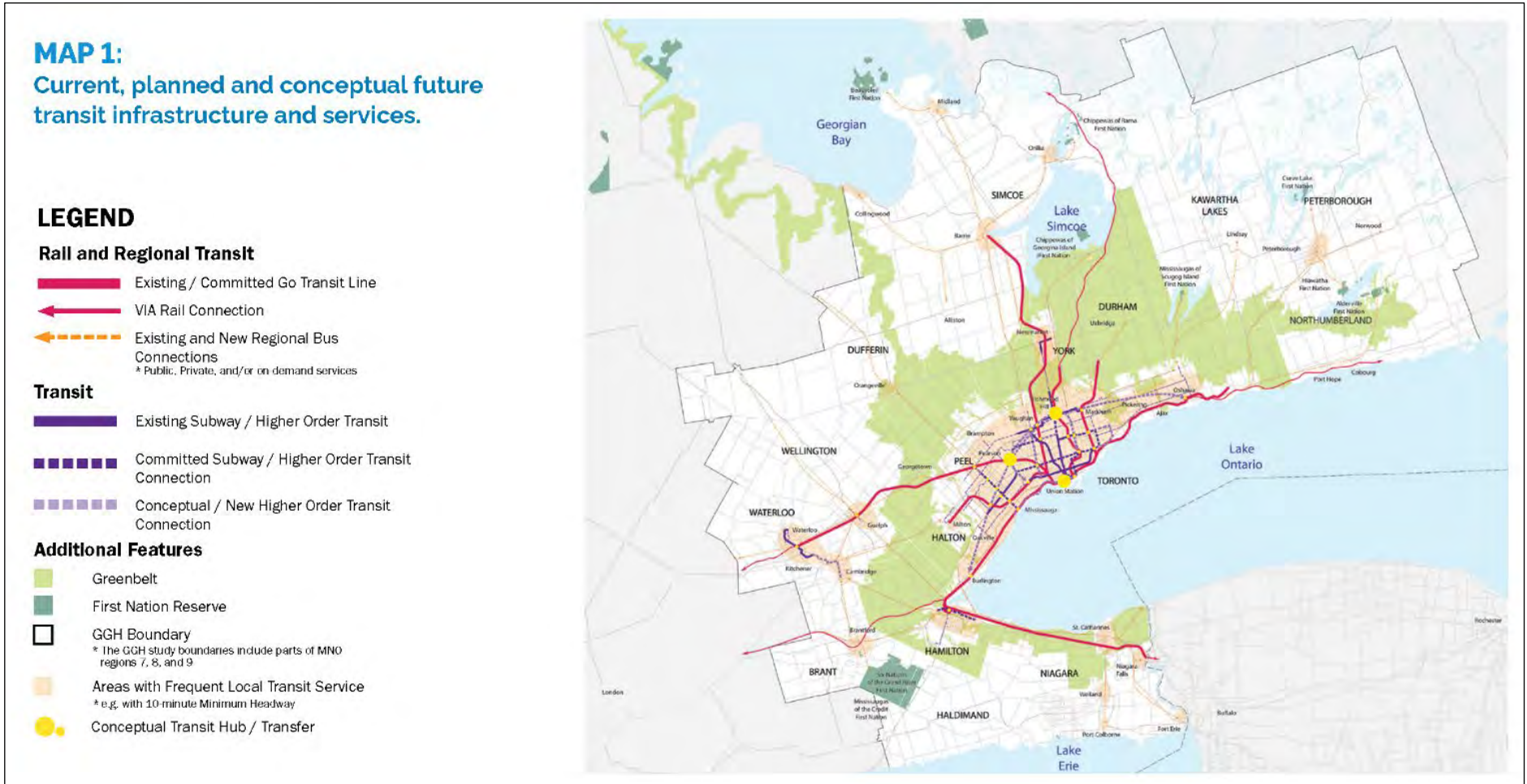
## **Draft Greater Golden Horseshoe Transportation Plan (2021)**

The County of Simcoe comprises the northern limit of the Greater Golden Horseshoe. The MTO is developing a transportation plan for the GGH to inform decision making for policy and infrastructure investments that support the projected economic and population growth targets to 2051.

In June 2021, the Province released a Discussion Paper, *Toward a Greater Golden Horseshoe Transportation Plan*. A map showing existing, planned and future transit infrastructure in the GGH is included in Exhibit 3.9, and a map showing existing, planning and future road infrastructure is included in Exhibit 3.10. Of relevance to the County of Simcoe TMP Update, elements of the draft plan released for public comment included the following:

- Conceptual new regional bus connections, including connections between Midland and Tiny (Cedar Point), between Barrie and Alliston, and between Orillia and Ramara;
- Highway 400 widening as far north Highway 11;
- A conceptual new corridor between Highway 400 and Highway 404 (i.e. the Highway 400-404 Link, or Bradford Bypass); and
- A conceptual new extension of Highway 404 connecting northwest to Highway 12 through Georgina.

Exhibit 3.9: Draft Greater Golden Horseshoe Transportation Plan – Existing, Planned and Conceptual Future Transit Network



Source: MTO, Towards a Greater Golden Horseshoe Transportation Plan Discussion Paper (2021)



Source: MTO, Towards a Greater Golden Horseshoe Transportation Plan Discussion Paper (2021)

## 3.2 County Policies and Initiatives

The County of Simcoe has taken a strategic effort in adopting policies and initiatives that will direct anticipated growth, enabled through County-wide plans such as the Official Plan (2016), Strategic Plan (2015) and the Transportation Master Plan (2014). These policy documents will support the study process, guide the network development and ensure the TMP Update aligns with the priorities of the County. Additional County documents with a focus on trails, transit and air travel provide key insights to the existing strategies and actions put forth by the County.

### **Strategic Plan: Looking Towards 2025 (2015)**

The Strategic Plan provides a focus for the future for the County of Simcoe and serves as a framework for County departments to align their goals and strategies.

The Strategic Plan is guided by the following:

- **Vision:** Working Together to Build Vibrant, Healthy, Sustainable Communities.
- **Mission:** Providing Sustainable, Accessible Services and Infrastructure Through Fiscal Responsibility and Innovative Leadership.

The Strategic Plan also sets forth Strategic Directions that represent the priorities and desired outcomes for the County, as follows:

- Growth Related Service Delivery;
- Strengthened Social, Health and Educational Opportunities;
- Economic & Destination Development;
- Environmental Sustainability;
- A Culture of Workplace and Operational Excellence; and
- Responsive and Effective Governance.

The TMP Update must align with existing County values to achieve a plan that is both meaningful and achievable. As such, the Strategic Plan informs the development of the Vision and Goals for the TMP Update (discussed in Section 4).



## **Official Plan of the County of Simcoe (2016)**

The Official Plan provides the growth management strategy and policy direction to accommodate the County's projected population of 416,000 people and 132,000 jobs by 2031. The TMP Update will conform to the Official Plan.

The Official Plan includes the following transportation objectives:

- Efficient travel for all modes to connect settlement areas with other activity nodes;
- Flexible transportation system that includes Transportation Demand Management (TDM) strategies, transit and active transportation facilities; and
- Hierarchical multimodal transportation system that allows for alternative travel routes to enable efficient connections.

Section 4.8.15 lists the following projects that the County of Simcoe will support planning and implementation:

- Highway 400-404 Link ("Bradford Bypass") as a goods movement and transit corridor;
- Highway 400-series Barrie Bypass;
- Cookstown Bypass;
- A long-term provincial road facility bypassing traffic around the Stayner and Collingwood areas;
- Extension of GO Transit bus and rail service to additional locations in Barrie and the surrounding municipalities (e.g. Tottenham, Alliston, Utopia, Innisfil, etc.); and
- Extension of transit linkages into adjacent regional municipalities.

Section 4.8.58 discusses the establishment of *Transit Service Areas and Plans* by the County, local municipalities and GO Transit:

- The feasibility of improved transit links within the Georgian Triangle area (Town of Collingwood, Town of Wasaga Beach, and Township of Clearview);
- The feasibility of improved transit links between the Towns of Midland and Penetanguishene, and the Townships of Tay and Tiny;

- The feasibility of improved transit links within and between the Town of Bradford West Gwillimbury, the Town of Innisfil, the Town of New Tecumseth, and the Township of Essa; and
- The provision of innovative intra-regional transit services through partnerships with the private sector.

Other transportation policies in the Official Plan include the following:

- Road Hierarchy;
- Active Transportation Facilities, Corridors, Pathways and Trails;
- TDM; and
- Airports, Rail and Marine Facilities.

Transportation policies may be reviewed in further detail during the development of the TMP Update to inform network analysis and supporting strategies.

### **Simcoe County Transportation Master Plan Update (2014)**

The 2008 TMP was updated in 2014 to reflect changes in population growth, employment and tourism in the County of Simcoe, as well as to reflect the development of several multi-modal transportation investments. The 2014 TMP Update provides the basis for latest iteration in terms of the strategic policy framework (described in Section 4) and network development. The Strategic Vision developed for the 2014 TMP Update informs the transportation Vision Statement developed for the current TMP Update (as outlined in Section 4.1), and is as follows:

To provide a comprehensive and adaptable multi-modal transportation system which considers the County's vast geography, growing permanent and seasonal populations plus an expanding economy. The Transportation Master Plan update will focus on a multi-modal network to address County Road enhancements, transit network options and active transportation connectivity. This update will guide infrastructure planning while considering the demand for existing and future transportation needs.

The Guiding Principles developed for the 2014 TMP Update inform the Goals and Guiding Principles developed for the current TMP Update (as outlined in Sections 4.2 and 4.3, respectively), and are as follows:

- **Transportation and Land Use Integration:** The transportation systems and surrounding land uses are planned and complementary so that the

use of transportation infrastructure is optimized and limits the impacts of transportation on the environment.

- **Access and Mobility:** The transportation system is interconnected to allow people and goods to move safely and efficiently throughout and beyond the County.
- **Multi-modal Integration:** A transportation network with options regarding transit services and nodes, active transportation connectivity and amenities, including a comprehensive network of motorized and non-motorized transportation modes, plus alternatives such as carpooling to decrease reliance on single-occupant vehicles.

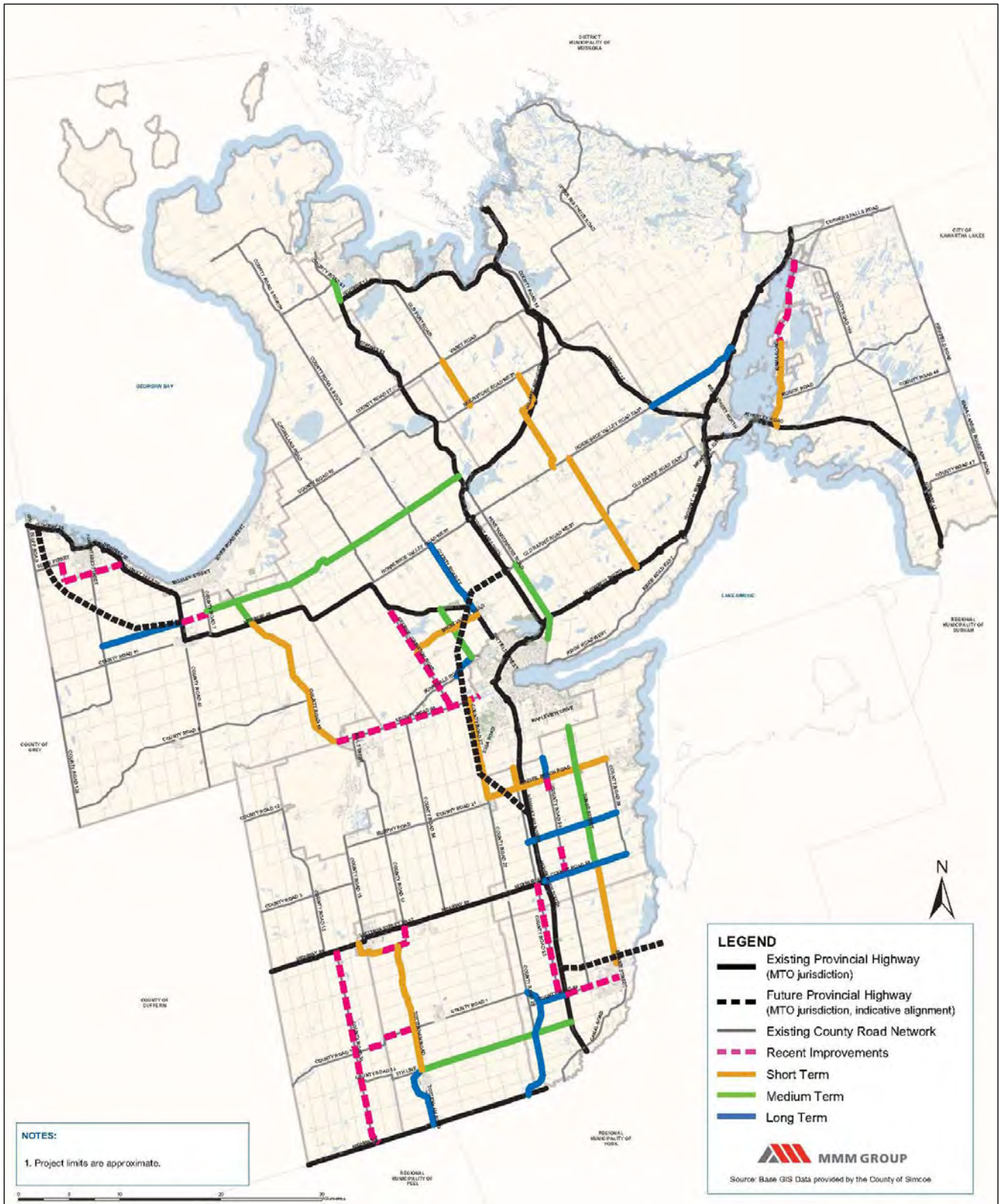
The 2014 TMP Update included a future road network, identifying recommended road network modifications (including capacity expansion) in the short-, medium- and long-term, as shown in Exhibit 3.11.

### **Simcoe County Trails Strategy (2014)**

The Simcoe County Trails Strategy was developed to complement the 2014 TMP Update and focuses on trail development and management that the County has a significant role in.

The Trails Strategy identifies key gaps in the current Simcoe County Trail Network and are outlined in Exhibit 3.12. These gaps will be assessed during the update of the active transportation network. Additionally, the Trails Strategy recommends a two-phased approach to developing a network of passive-use trails – Phase 1 involves short-term projects focused on overall connectivity, and Phase 2 involves long-term projects that require more extensive planning. Phase 1 recommendations are shown in Exhibit 3.13, and Phase 2 recommendations are shown in Exhibit 3.14.

Exhibit 3.11: TMP Update 2014 – Future Road Network



Source: County of Simcoe TMP Update (2014)



**IBI GROUP REVISED DRAFT REPORT**

County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

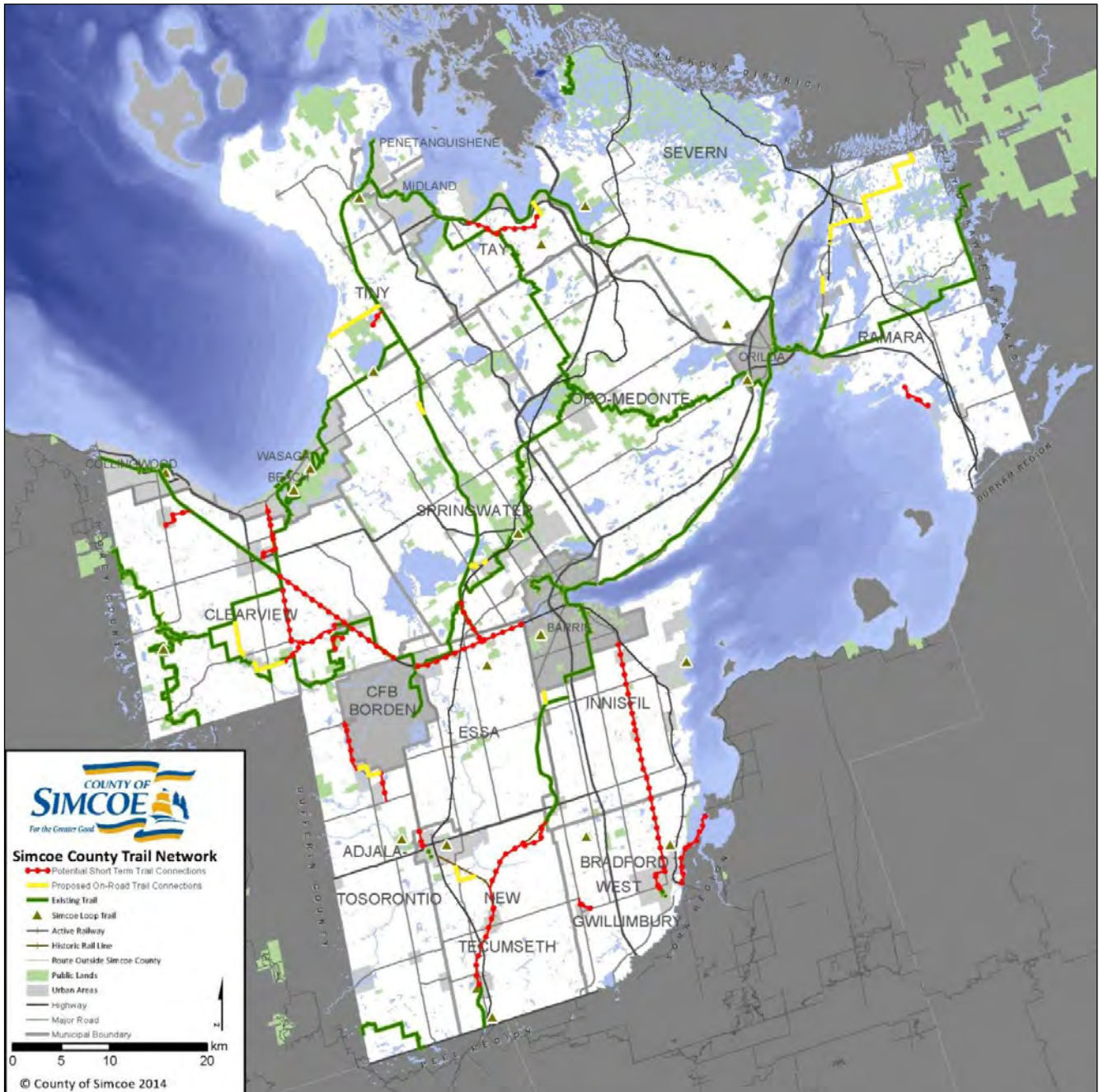
Prepared for County of Simcoe

**Exhibit 3.12: Key Gaps in County of Simcoe Trail Network**

Segment	Trail	Municipality	Details
Flos Rd 7 - Flos Rd 8	North Simcoe Rail Trail	Springwater	Property purchase / easements required
Elmvale North Link to Tiny Trail	North Simcoe Rail Trail	Springwater	Property purchase / easements required
Snow Valley Road Trail	Links North Simcoe Rail Trail with Midhurst	Springwater	Roadside route
East Wasaga - Tiny	Wasaga Shore Lane Trail	Wasaga Beach	Shoulder route; Signage required
Wasaga - Wyevale	New Trail	Tiny	Off-road route & roadside route
Warrington Rd - New Lowell	Clearview Train Trail	Clearview	Trail to be built beside railway
Angus - Utopia	Extends trail from Clearview	Essa	Trail to be built beside railway
Alcona - Municipal Complex	Links Alcona with municipal complex along County Road 21	Innisfil	Roadside Trail
Tottenham - Beeton	Extends trail from Peel Region	New Tecumseth	Trail to be built beside railway
Perkinsfield - Midland	Links Tiny Trail with Midland	Tiny Midland	Roadside route
Beachwood Drive	Links Collingwood and Wasaga Beach	Collingwood; Wasaga Beach	Initially a shoulder route; future roadside route
Rama Road (County Road 44)	Rama Road Trail	Ramara	Complete missing sections of roadside trail

Source: Simcoe County Trails Strategy (2014)

Exhibit 3.13: Simcoe County Trails Strategy Recommended Phase 1 Development



Source: Simcoe County Trails Strategy (2014)



Exhibit 3.14: Simcoe County Trails Strategy Recommended Phase 2 Development



Source: Simcoe County Trails Strategy (2014)

## **Transit Feasibility and Implementation Study (2015)**

The Simcoe County Transit Feasibility and Implementation Study is reported in a series of three documents: *Needs and Opportunities*, *Strategic Framework*, and *Implementation Plan*. Relevant to the TMP Update, the Strategic Framework includes the following vision:

Use transit to help build vibrant, healthy, sustainable communities, through affordable service, innovative excellence, and mutual co-operation.

Additionally, the Strategic Framework includes the following goals:

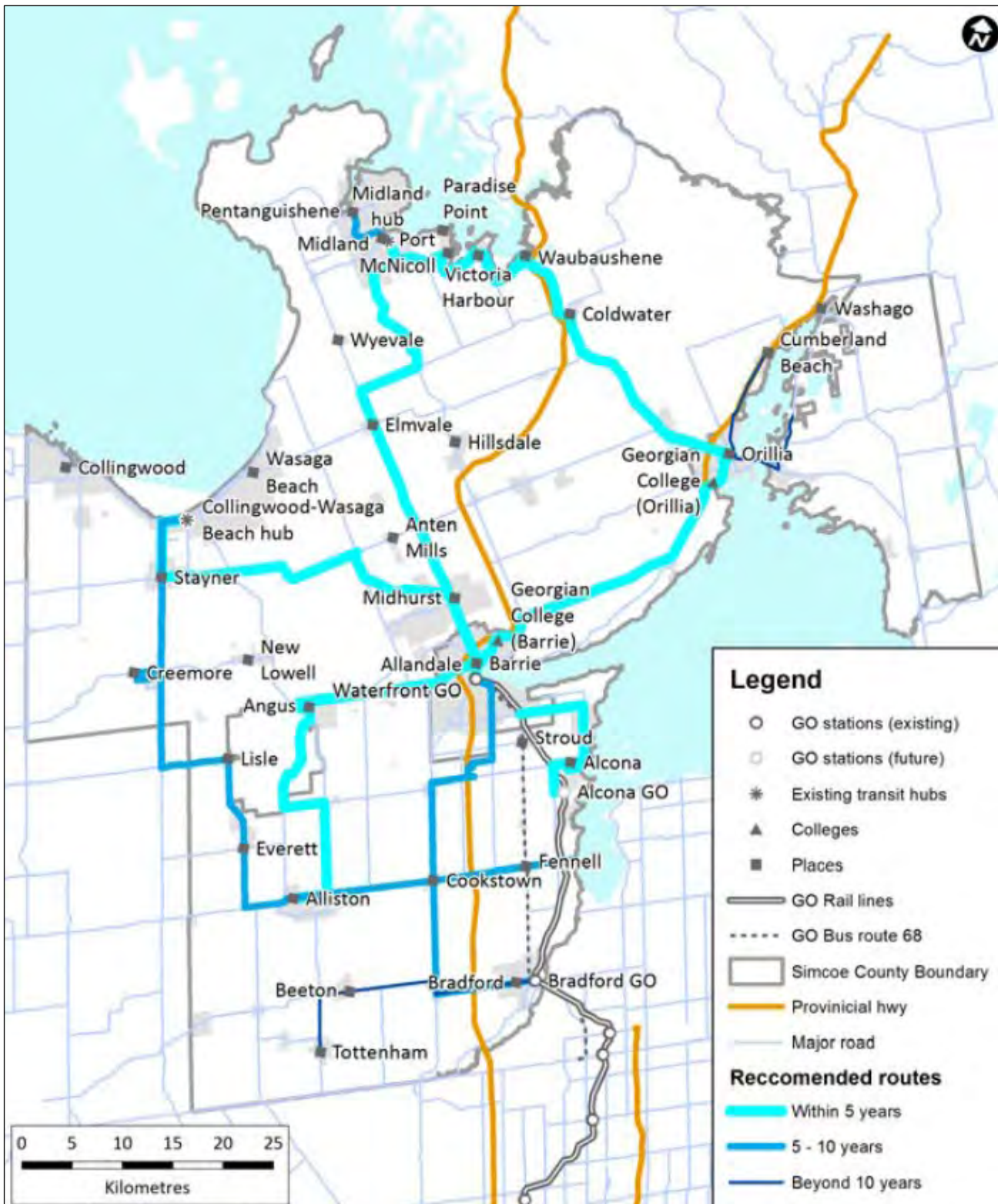
- Support the County’s transportation system by expanding travel options for residents;
- Offer safe and accessible transit services that enable all Simcoe residents meet their travel needs;
- Provide affordable inter municipal transit services that support connections from County urban areas to facilitate access to jobs, education, health care, leisure, and social services;
- Support greater economic development and agglomeration by expanding County mobility;
- Anticipate and shape planned growth that is supported by a balance of travel modes;
- Partner with other agencies to support cost-effective transit services that caters to the unique travel needs within the County; and
- Provide excellent customer service that residents expect and rely on.

The Implementation Plan includes a recommended route network and prioritization plan (shown in Exhibit 3.15) and a more detailed recommended service plan for the short-term (shown in Exhibit 3.16).

The result of this study was the launch of the Simcoe County LINX conventional transit system in August 2018, with additional routes added in August 2019. The TMP Update will review the implementation of this system and identify network design and operational improvements that can be made (see Section 8.2).



Exhibit 3.15: Transit Feasibility and Implementation Study Recommended Route Network and Priorities



Source: Simcoe County Transit Feasibility and Implementation Study (2015)

Exhibit 3.16: Transit Feasibility and Implementation Study Recommended Service Plan



Source: Simcoe County Transit Feasibility and Implementation Study (2015)

## **Lake Simcoe Regional Airport Strategic Plan (2018)**

The Strategic Plan develops a framework for the long-term vision and development of the Lake Simcoe Regional Airport (LSRA). The vision statement for the LSRA is as follows:

To become a premier regional commercial airport that stimulates the socio-economic development of Simcoe County and the City of Barrie by improving connectivity, enhancing the competitiveness of the region and improving the quality of life for its residents.

In support of the vision statement for the LSRA, the objectives of the Strategic Plan that are relevant to the County's transportation network include the following:

- Support the socio-economic development of the region by enhancing air access and connectivity, facilitating the growth of tourism, enhancing business opportunities and providing residents with increased travel options;
- Become a premier corporate aviation airport, serving the needs of the region as well as the Greater Toronto Area; and
- Attract and retain scheduled air service thereby enhancing access and connectivity.

Though the TMP Update will not explicitly consider the operation of air travel, providing improved access to the airport to support its growing role in the County is an important consideration.

### **3.3 Policies and Initiatives of Local Municipalities**

Official plans, transportation plans and other strategic planning documents from the lower-tier municipalities provide guidance and inform the direction of the County of Simcoe TMP Update. A listing of these and other relevant planning and policy documents is provided in Exhibit 3.17.

The TMP's Municipal Advisory Committee – a key stakeholder group during the study process – serve as another important source of information to identify the needs and opportunities of the local municipalities. The role of the Municipal Advisory Committee, and input received from participating stakeholders, is described in Section 5.1.



**IBI GROUP REVISED DRAFT REPORT**

County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

**Exhibit 3.17: Planning Documents of County of Simcoe’s Local Municipalities**

Municipality	Transportation Plans	Other Strategic Documents
Town of Bradford West Gwillimbury	<ul style="list-style-type: none"> <li>• Transportation Master Plan (in development)</li> <li>• Approval of the Highway 400 to Highway 404 Extension Link (Bradford Bypass) EA (2002)</li> </ul>	<ul style="list-style-type: none"> <li>• Council’s 2019-2022 Strategic Priorities - Implementation Work Plan (2019)</li> </ul>
Town of Collingwood	<ul style="list-style-type: none"> <li>• Collingwood Transportation Study Update (2019)</li> </ul>	<ul style="list-style-type: none"> <li>• Community Based Strategic Plan 2020-2023</li> </ul>
Town of Innisfil	<ul style="list-style-type: none"> <li>• Transportation Master Plan Update (2018)</li> </ul>	<ul style="list-style-type: none"> <li>• Strategic Plan (2020)</li> <li>• The Orbit Innisfil Brochure (2019) and Staff Report – Mobility Orbit – Draft Ministerial Zoning Order and Next Steps (2020)</li> </ul>
Town of Midland	<ul style="list-style-type: none"> <li>• Multi-Modal Transportation Master Plan (2019)</li> </ul>	<ul style="list-style-type: none"> <li>• 2018-2022 Council Strategic Planning Priorities (2019)</li> </ul>
Town of New Tecumseth	<ul style="list-style-type: none"> <li>• Multi-Modal Active Transportation Master Plan (in development)</li> </ul>	<ul style="list-style-type: none"> <li>• 2019-2022 Council Strategic Plan (2019)</li> </ul>
Town of Penetanguishene	<ul style="list-style-type: none"> <li>• –</li> </ul>	<ul style="list-style-type: none"> <li>• Our Strategic Plan 2019-2023 (2019)</li> </ul>
Town of Wasaga Beach	<ul style="list-style-type: none"> <li>• Parks and Trails Master Plan (2020)</li> <li>• Active Transportation Wayfinding Master Plan (2010)</li> </ul>	<ul style="list-style-type: none"> <li>• –</li> </ul>
Township of Adjala-Tosorontio	<ul style="list-style-type: none"> <li>• Transportation Policy Paper (OP Review, 2017)</li> </ul>	<ul style="list-style-type: none"> <li>• 2015 Community Based Strategic Plan (2015)</li> </ul>
Township of Clearview	<ul style="list-style-type: none"> <li>• –</li> </ul>	<ul style="list-style-type: none"> <li>• Strategic Plan (2017)</li> </ul>
Township of Essa	<ul style="list-style-type: none"> <li>• –</li> </ul>	<ul style="list-style-type: none"> <li>• Official Plan Review Discussion Paper #1 (2020)</li> </ul>
Township of Oro-Medonte	<ul style="list-style-type: none"> <li>• –</li> </ul>	<ul style="list-style-type: none"> <li>• Strategic Plan (2015)</li> </ul>
Township of Ramara	<ul style="list-style-type: none"> <li>• Active Transportation Plan (2010)</li> </ul>	<ul style="list-style-type: none"> <li>• Strategic Plan (2020)</li> </ul>
Township of Severn	<ul style="list-style-type: none"> <li>• Transportation Master Plan (2014)</li> </ul>	<ul style="list-style-type: none"> <li>• Strategic Plan (2020)</li> </ul>

**Exhibit 3.17: Planning Documents of County of Simcoe’s Local Municipalities** Exhibit 3.18: Adjacent Municipal Planning Documents (continued)

Municipality	Transportation Plans	Other Strategic Documents
Township of Springwater	<ul style="list-style-type: none"> <li>Trails Master Plan (2008)</li> </ul>	<ul style="list-style-type: none"> <li>Strategic Plan (2016)</li> <li>Traffic Impact Study – Environmental Resource Recovery Centre (2016)</li> </ul>
Township of Tay	<ul style="list-style-type: none"> <li>–</li> </ul>	<ul style="list-style-type: none"> <li>Strategic Plan (2019)</li> </ul>
Township of Tiny	<ul style="list-style-type: none"> <li>Transportation Master Plan (in development)</li> <li>Parks and Recreation Master Plan (2019)</li> </ul>	<ul style="list-style-type: none"> <li>Strategic Plan (2020)</li> </ul>

### 3.4 Policies and Initiatives of Adjacent Municipalities

A consideration for the TMP Update is external transportation connections to regions outside County of Simcoe boundaries. Transportation networks that border the County and facilitate connections to neighbouring municipalities will be reviewed during the development of the TMP Update network analysis, where the process may be informed by relevant documents and plans. Key transportation plans and policies of municipalities adjacent to the County of Simcoe are listed in Exhibit 3.18.

**Exhibit 3.18: Adjacent Municipal Planning Documents**

Municipality	Transportation Master Plan	Other Strategic Documents
Regional Municipality of York	2022 Transportation Master Plan Update (in development) TMP (2016)	2020 Transit Initiatives (YRT) Moving to 2020: YRT 2016-2020 Strategic Plan
Regional Municipality of Peel	Let’s Move Peel Long Range Transportation Plan (2019)	Sustainable Transportation Strategy 2018
Regional Municipality of Durham	Durham Transportation Master Plan (2017)	Regional Cycling Plan 2020 Durham Region Transit Five-Year Service Strategy (2016)
District of Muskoka	–	2019 Growth Strategy
City of Kawartha Lakes	TMP Municipal Master Plan Project (2012)	Lindsay Transit Master Plan (2018)
County of Grey	Transportation Master Plan (2014)	–

**IBI GROUP REVISED DRAFT REPORT**

County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

Municipality	Transportation Master Plan	Other Strategic Documents
County of Dufferin	-	Dufferin County Transportation Report (Report to Committee on transit)
City of Barrie	Transportation Master Plan (2019)	-
City of Orillia	Multi-Modal TMP (2019)	-



## 4 Strategic Directions for the TMP Update

Strategic directions for the TMP Update are comprised of three important components – the transportation Vision Statement, Goals and Guiding Principles – each designed to guide the development of the study. The Vision and Goals articulate the impact the TMP Update is designed to effect, while the Guiding Principles are intended to facilitate the development of the study itself.

The Vision, Goals and Guiding Principles were developed using the 2014 TMP Update as a starting point and refined based on the latest industry best practices, updated policy directions in more recent County planning and policy documents, and input from members of the public as well as stakeholders.

The draft Vision, Goals and Guiding Principles were presented to the public and stakeholders as part of the first round of engagement (see Section 5).

### 4.1 Vision

The Vision Statement is a declaration of a project’s aspirations and articulates the desired future state of the County of Simcoe as it relates to its transportation system. It shapes decision-making and serves as a road map for where the County wants to be at the end of the TMP Update planning horizon. All recommendations will work towards realizing the Vision.

The Vision Statement is as follows:

**A safe, efficient and accessible multi-modal transportation system that responds to the County’s vast geography, provides the connectivity needed for its growing and changing populations and businesses, and supports community and environmental health.**

A draft version of the Vision Statement was presented to the public and stakeholders during the first round of consultation. Input was received from participating stakeholders and through the public online survey. The draft Vision Statement received general support from stakeholders and the public. The final Vision was updated, as presented above, in response to the feedback collected. Input received is summarized in Section 5.

## 4.2 Goals

The Goals follow from and break down the Vision into a set of specific desired outcomes. Defining the study’s Goals is a necessary step in the Environmental Assessment process. It is important that the Goals align with what the residents and stakeholders in the County of Simcoe want the transportation system to be, as they will be used to evaluate potential projects further into the study process.

Like the draft Vision Statement, the first round of engagement collected input regarding the draft Goals (see Section 5 for a summary of input). In response to the feedback received during first round of engagement, the Goals were slightly revised to the following:



### **Connected Communities**

Provide efficient and safe travel between County communities and to adjacent municipalities via the County road network.



### **Efficient Goods Movement**

Support the local economy by enabling efficient movement of goods and commercial vehicles.



### **Transit as a Viable Choice for Everyday Travel**

Enhance and support transit as a competitive, effective and equitable mobility choice for all types of trips between County communities.



### **Safe and Connected Active Transportation**

Enhance and expand walking, cycling and other active transportation facilities and infrastructure to connect and support healthy communities in the County.



### **Responsible, Forward-Looking Stewardship**

Represent responsible investment in infrastructure and operations, targeting high cost-benefit ratios while ensuring the County is prepared for the future.

## Protected Natural Environment



Mitigate disruption of habitats, waterways, agricultural land, natural heritage and natural resources while minimizing long-term climate impacts and increasing resilience to potential climate change impacts.

### 4.3 Guiding Principles

The Guiding Principles are overarching value statements that act as building blocks for the development of the TMP Update. They build on the principles outlined in the 2014 TMP as well as through best practices in developing transportation master plans in Ontario.

1. Establish an efficient and integrated multi-modal transportation network.
2. Support safe and reliable movement of people and goods.
3. Plan for accessibility and equity in the transportation system.
4. Integrate transportation and land use planning.
5. Develop plans and policies with meaningful stakeholder and public engagement.
6. Protect transportation corridors to accommodate future needs.
7. Optimize fiscal spending through responsible stewardship.
8. Support strategies to safeguard the environment, reduce GHG emissions and be resilient to the impacts of climate change.



## 5 Phase I Engagement Overview

As part of Phase I of the TMP Update, the first round of engagement was conducted to help establish transportation-related needs and opportunities in the County of Simcoe, as well as to solicit input on the study's draft Strategic Framework including transportation Vision Statement and Goals.

The first round of engagement consisted of the first meetings with stakeholder groups – the Municipal Advisory Committee and the Technical Advisory Committee. The first Public Information Centre (PIC) was also hosted. Each of the events used tailored communication and engagement activities to relay information. Due to the COVID-19 pandemic restrictions and precautions, all consultation events (including meetings) conducted to date were hosted virtually.

A separate report, *Phase I: Engagement Summary*, provides additional details regarding the engagement process and a comprehensive summary of findings of the first round of engagement.

### 5.1 Municipal Advisory Committee

The Municipal Advisory Committee (MAC) informs the study process and consists of representatives from the lower-tier municipalities that comprise the County of Simcoe. MAC Meeting 1 was hosted virtually on April 9, 2021 through Microsoft Teams.

Concerns expressed by MAC representatives are summarized as follows:

- Overall traffic congestion concerns in southern County locations, as well as congestion concerns at specific County road locations (e.g. County Road 1 through Beeton, County Road 10 through Tottenham, County Road 91 in Clearwater);
- Local municipal roads being used as unofficial bypasses when highways become congested, or local municipal roads serving a regional or inter-regional transportation role (e.g. Ridge Road in Oro-Medonte, Ramara Road 46 in Ramara, County Road 91 in Clearview, Division Road in Severn);
- Truck volume concerns and negative impacts (e.g. County Road 11 in Oro-Medonte);

## **IBI GROUP REVISED DRAFT REPORT**

### County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

- Safety, drainage and road quality of various roads (e.g. County Road 19 at Line 7 in Oro-Medonte); and
- Need for safe routes for the transport of agricultural equipment (e.g. improved road shoulders on County Road 58 in Tiny).

The following opportunities were noted:

- Improve regional connectivity and address congestion through road improvements (e.g. Collingwood bypass, Cookstown bypass);
- Transfer select local municipal roads that serve a regional or inter-regional function to County jurisdiction;
- Develop regional active transportation connections, including multi-use trail networks, at specific locations and between local municipalities;
- Improve infrastructure and amenities to support active transportation for recreation and create a feasible alternative to the car for conducting everyday activities;
- Support the protection and growth of rail corridors for future economic development;
- Expand and improve LINX connections based on regional needs and provide service to new areas (e.g. Orbit GO Station, Tottenham, Tiny, Lake Simcoe Regional Airport, Horseshoe Resort, special events);
- Improve coordination between LINX and local transit services, including fare integration;
- Develop joint transit service between municipalities, or implement a regional approach to transit;
- Coordinate with local municipal transportation and development plans and goals, foster partnerships and develop policies to guide partnerships in consultation with local municipalities; and
- Improve truck volumes and route management, including improving conditions for the travel of farming equipment.

## **5.2 Technical Advisory Committee**

The Technical Advisory Committee (TAC) includes technical and regulatory agencies with an interest in the TMP Update. Stakeholders who were anticipated to be less directly impacted by the TMP Update were provided notice of the study

**IBI GROUP REVISED DRAFT REPORT**

County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

and invited to provide input to the project team via email. Stakeholders who were identified as having a more direct interest in the TMP Update were invited to TAC Meeting 1, which was hosted virtually on April 6, 2021 through Microsoft Teams.

The following technical and regulatory agencies were invited to attend TAC Meeting 1 (bolded agencies participated in the meeting):

- City of Barrie;
- City of Kawartha Lakes;
- City of Orillia;
- County of Dufferin;
- County of Grey;
- County of Simcoe;
- Crown-Indigenous Relations and Northern Affairs Canada;
- District Municipality of Muskoka;
- Metrolinx;
- Ministry of Transportation (MTO);
- Rama Police Service;
- Regional Municipality of Durham;
- Regional Municipality of Peel;
- Regional Municipality of York;
- Simcoe County District School Board;
- Simcoe Muskoka Catholic District School Board;
- Simcoe Muskoka District Health Unit; and
- South Simcoe Police – South Division.

Concerns expressed by TAC representatives are summarized as follows:

- Safety of various County road segments due to traffic, road design and environmental conditions;
- High levels of seasonal traffic on provincial roads resulting in spillover and congestion on parallel County roads or local roads (e.g. Highway 26 in Grey County); and

## IBI GROUP REVISED DRAFT REPORT

### County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

- Impacts of seasonal and weekend traffic congestion on transit service reliability on affected roads (e.g. gridlock on County Road 21 due to bypassing around Barrie).

The following opportunities were noted:

- Improve the active transportation network, including increasing connections of the trail system, and adopt an accessible lens in planning;
- Better manage seasonal traffic (e.g. signage, road alignment);
- Strengthen the GO Transit network in the County of Simcoe;
- Improve transit connections and coordination between other transit operators and LINX (e.g. new transit hub in Orillia, new Allandale Waterfront Station, cross boundary trips and transfers); and
- Align strategies and policies across different plans and projects (e.g. Durham Region Cycling Plan, Town of Blue Mountains TMP, Hwy 410 and Hwy 427 extension, GGH Transportation Plan, MTO interchange restructuring).

The following input was provided by TAC representatives about the study's draft transportation Vision Statement, Goals and Guiding Principles:

- The Vision Statement should commit to reducing per capita transportation greenhouse gas emissions;
- Strengthen consideration of human health and wellbeing throughout Vision and Goals;
- Adopt a stronger equity lens throughout Vision and Goals and consider affordability and accessibility of transportation modes for all users;
- Emphasize low-carbon transportation modes and the decreased reliance on motor vehicles in the Goals;
- Strengthen attention to climate change action, environmental sustainability and environmental protection, and prioritize infrastructure solutions that are resilient; and
- Commit to connecting communities via transit in Goal 1.



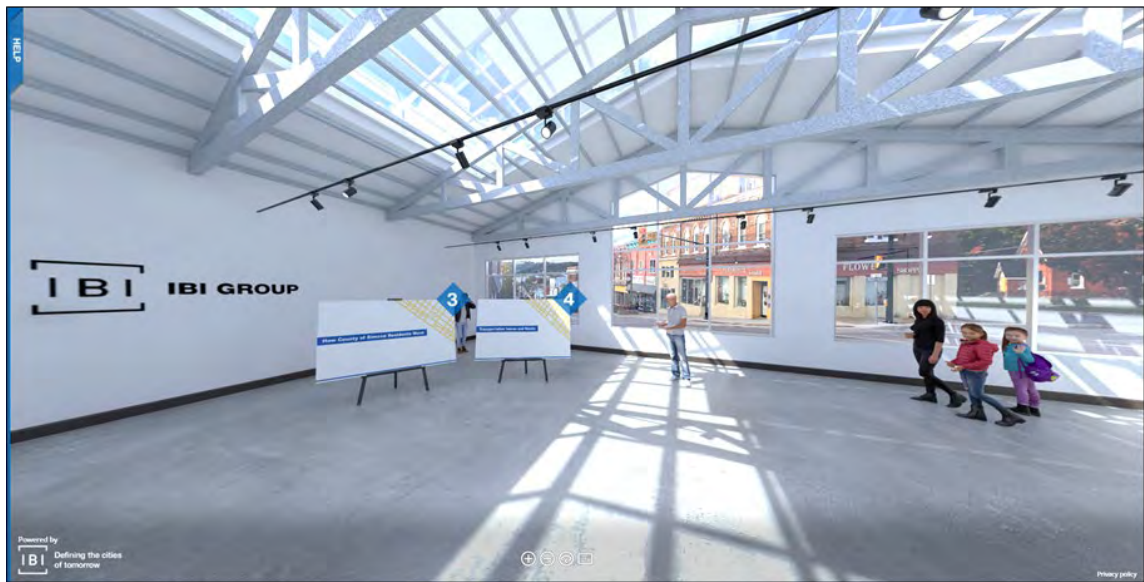
## 5.3 Public Information Centre 1

PIC 1 commenced March 25, 2021 and the formal comment period concluded April 11, 2021. Event participants were encouraged to share their ideas, issues and concerns and submit input to the project team through a variety of tools. These activities were hosted on the project-specific webpage (<https://www.simcoe.ca/tmp>) and included the following:

- Interactive engagement space;
- Virtual display boards;
- Interactive map;
- Public opinion survey; and
- Other engagement options (i.e. project contact, project update registration).

A screenshot of the interactive engagement space is provided in Exhibit 5.1.

**Exhibit 5.1: Interactive Engagement Space Images**



The online public opinion survey was an important means of acquiring public input during Phase I of the study, attracting a total of 276 submissions. A separate report, *Public Opinion Survey Summary*, outlines the survey questionnaire and providing a detailed analysis of the multiple-choice results and free-form comments. A summary of the themes expressed throughout the survey included the following:

- There is considerable support for the draft Vision Statement, as 81% of respondents liked or generally liked it.

## **IBI GROUP REVISED DRAFT REPORT**

### County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

- Each of the draft Goals received very favourable support, with each Goal being rated as “very important” or “important” by at least 80% of respondents.
- In some cases, the County/Provincial road network is not considered sufficient and alternatives should be investigated (e.g. to address congestion in Collingwood, such as the planned MTO provincial highway link that bypasses Bradford-West Gwillimbury).
- The safety and comfort of active transportation users is important and can be addressed through providing increased separation of motorized vs. non-motorized modes, noting that proximity to cars and trucks is a major factor to active transportation uptake (this is especially true for heavy trucks on cycling routes in rural settings).
- It is important that safe bike routes and cycling facilities are available where needed to serve the desired connections between communities.
- Connectivity throughout the County to Toronto-bound services (i.e. GO Transit) is important. Scheduling transit services and connections to allow for same-day return trips to Toronto is a key consideration (this was noted by residents of the Town of Collingwood especially).
- There is a need for expanding LINX to specific areas including Port McNicoll / Tay, Horseshoe Report, Ramara, Nottawa / Clearview and Innisfil.

Additional topic-specific input from public consultation is included in Section 8 under the Road, Public Transit, and Active Transportation headings.

## 6 Travel and Mobility Today

This section highlights mobility patterns in the County of Simcoe, including how and where County resident travel, as well as goods movement patterns. Understanding key mobility and travel patterns in the County is important to developing a meaningful TMP Update that is responsive to contemporary needs and opportunities and helps focus priorities and actions where they are most needed.

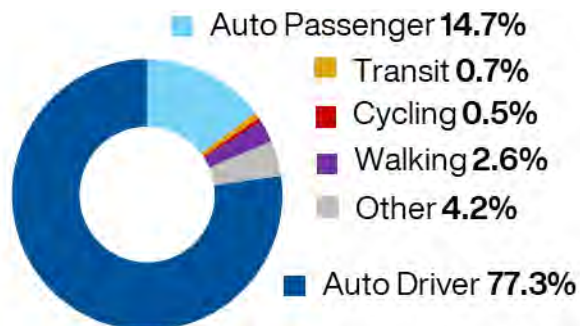
### 6.1 How County of Simcoe Residents Move

Given the vast size of the County, lower development densities, longer distances involved in trips from rural areas and a lack of travel options for residents in some parts of the County, driving in the dominate mode share in the County of Simcoe.

#### Mode Share

Exhibit 6.1 illustrates the mode share for all weekday trips to (e.g. work trips, school trips, etc.), from and within the County of Simcoe. A total of 92% of all trips are taken by car, while walking, cycling and transit represent marginal shares of travel mode. This indicates transportation and mobility options are limited for many residents and visitors beyond the car and suggests that alternative forms of mobility are less attractive than the car, even if available. Increasing the proportion of trips made by transit is an important strategy to help mitigate the impacts of population growth on the County’s road network. The TMP Update will aim to better integrate transit services, and to improve mobility choices as viable and competitive options for travel.

Exhibit 6.1: Mode Share for All Weekday Trips To, From and Within the County of Simcoe

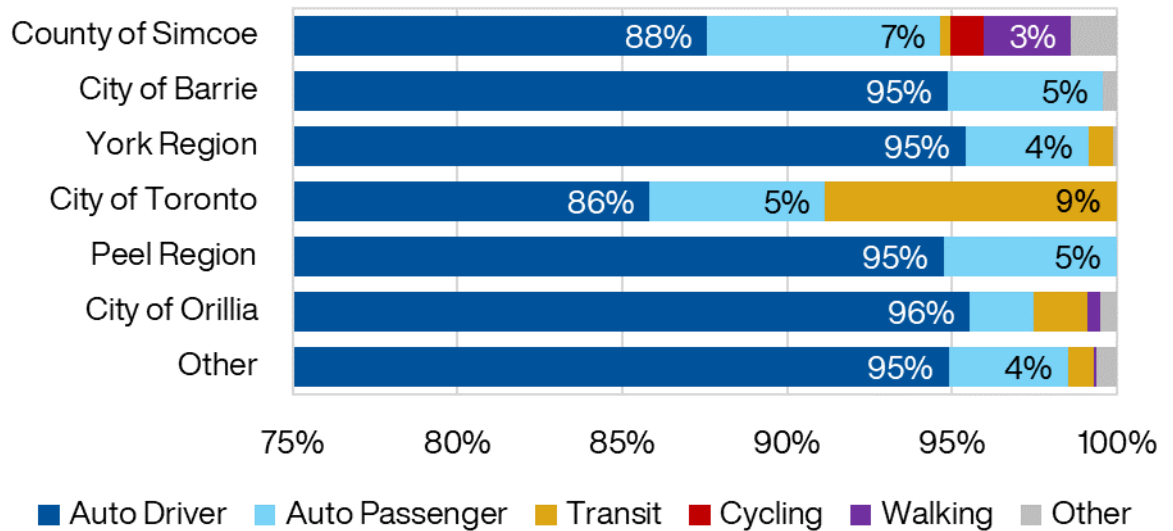


Source: IBI Group Analysis of Transportation Tomorrow Survey (2016)



As the County is vast and represents different development densities and commuting patterns, an analysis of geographic work destination by County residents reveals different mode shares. Exhibit 6.2 shows the mode share for the most popular home-to-work trip destinations by County of Simcoe residents. While mode share varies between different work destinations, driving is the dominant mode throughout. As expected, work trips to Toronto display the highest transit mode share, primarily via GO Transit connectivity. This suggests that there is opportunity to improve transit mode shares to other work destinations, especially ones closer to County residents (i.e. home-to-work trips to York Region, etc.).

**Exhibit 6.2: Mode Share by Work Destination by County of Simcoe Residents**

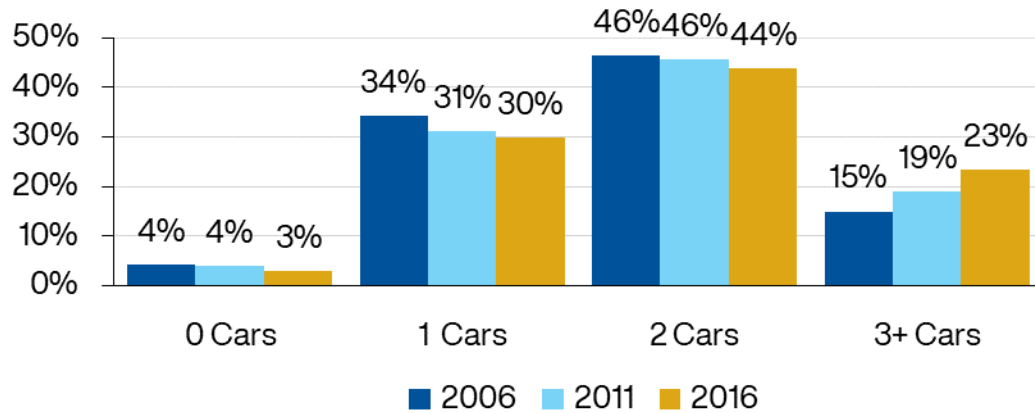


Source: IBI Group Analysis of Transportation Tomorrow Survey (2016)

### Availability of Private Vehicles

Private vehicle availability is growing in the County of Simcoe. Exhibit 6.3 shows the change in vehicles per household in the County between 2006 and 2016. This demonstrates overall growth in the number of vehicles per household from an average of 1.78 in 2006 to 2.04 in 2016. In 2016, nearly 25% of households in the County of Simcoe had three or more vehicles. Growth in availability of vehicles reflects the general lack of other transportation choices. It also promotes driving as the first transportation choice and may undermine investments in transit and active transportation. An objective of this study is to continue to adapt the transportation system towards a more multi-modal network, which can allow households to downsize the number of vehicles needed for day-to-day life.

**Exhibit 6.3: Proportion of Vehicles per Household in the County of Simcoe, 2006 to 2016**



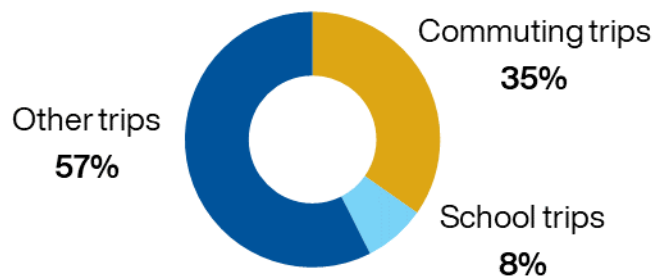
Source: IBI Group Analysis of Transportation Tomorrow Survey (2016)

### Trip Purpose and Time of Travel

Exhibit 6.4 demonstrates the breakdown of all weekday trips to, from and within the County of Simcoe. In total, there were nearly 650,000 daily weekday trips in the County in 2016, with “other” trips accounting for the greatest proportion (57%).

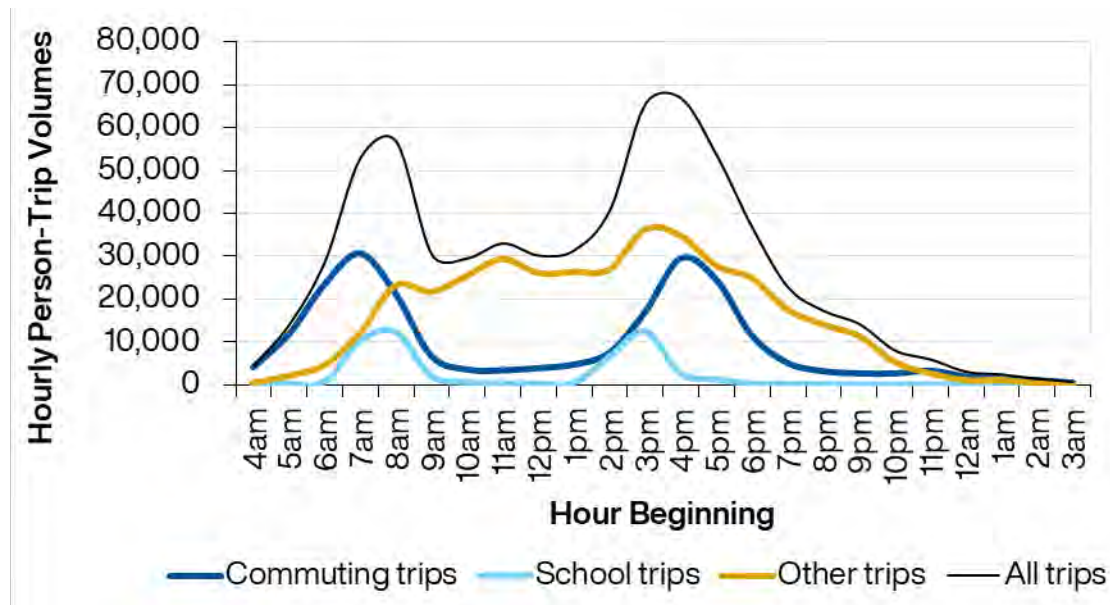
Exhibit 6.5 shows the distribution of trip start times for all weekday trips to, from and within the County of Simcoe in 2016. Daily travel patterns include overall peak start times at 7:00 a.m. to 8:00 a.m., and 3:00 p.m. to 5:00 p.m. Commuting between directly between home and work is a major component of both peak periods, while “other” trips are relatively steady throughout the daytime. While peak period trips are important, this distribution points to a need for a transportation system that serves people at a high level of service throughout the day.

**Exhibit 6.4: Breakdown of All Weekday Trips To, From and Within the County of Simcoe, 2016**



Source: IBI Group Analysis of Transportation Tomorrow Survey (2016)

Exhibit 6.5: Trip Start Time for All Weekday Trips To, From and Within the County of Simcoe, 2016



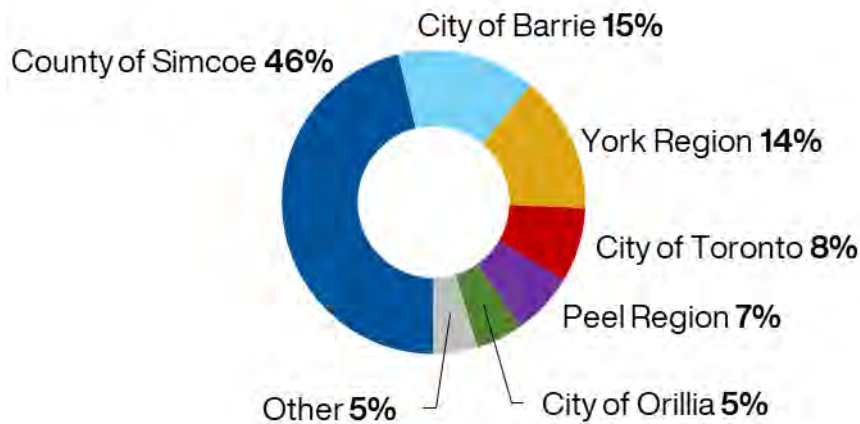
Source: IBI Group Analysis of Transportation Tomorrow Survey (2016). Off-peak trips in TTS may be under-represented.

## 6.2 Where County of Simcoe Residents Move

### Work Locations

The most popular destinations of home-to-work trips by County residents in 2016 is included in Exhibit 6.6. There were 98,000 home-to-work trips originating in the County of Simcoe daily. Two-thirds of Simcoe residents commute within the County or to Barrie or Orillia. While the Greater Toronto Area is an important and growing destination for employment, connections within the County and to neighbouring communities are most important.

**Exhibit 6.6: Destinations of Home-to-Work Trips by County of Simcoe Residents, 2016**

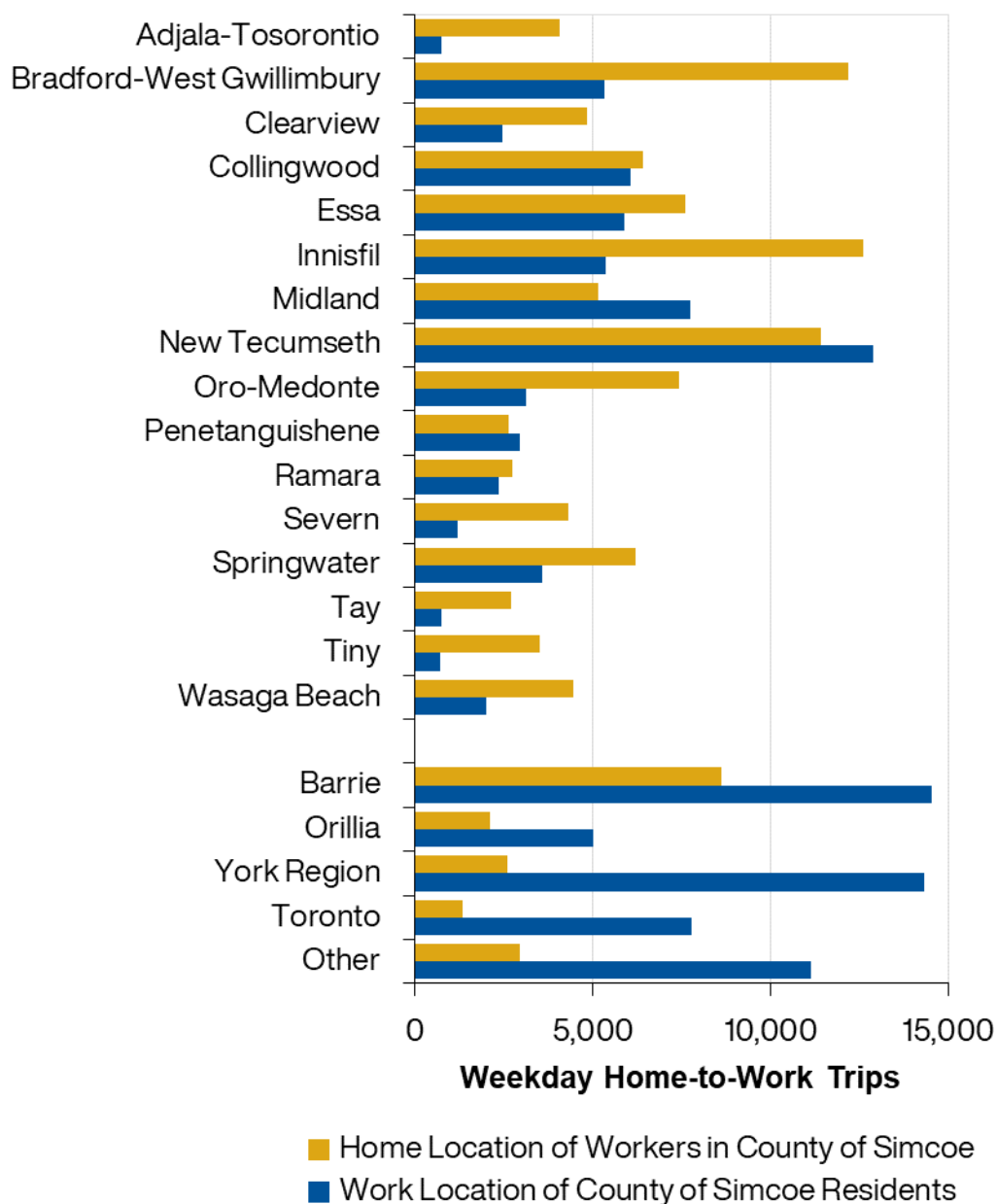


Source: IBI Group Analysis of Transportation Tomorrow Survey (2016)

Exhibit 6.7 shows the inflows and outflows of commuters between the County’s municipalities and surrounding areas. Innisfil, Bradford-West Gwillimbury, New Tecumseth and Barrie are the top home locations for workers in the County of Simcoe. New Tecumseth and Midland represent the largest work locations for County residents within the County, while Barrie, York Region and Toronto account for the largest work locations for County residents outside the County. As the County of Simcoe continues to grow, part of this growth may reflect workers seeking the benefits of a smaller-town lifestyle while commuting outside of the County. Convenient and reliable road and transit connections will continue to help County residents and workers reach their places of employment.



Exhibit 6.7: Home and Work Locations Trips



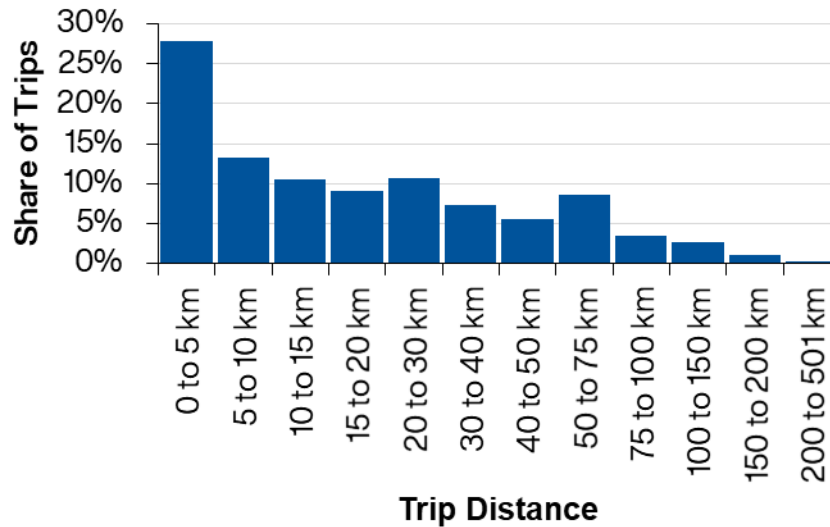
Source: IBI Group Analysis of Transportation Tomorrow Survey (2016)

### Commuting Distance

Exhibit 6.8 shows the share of home-to-work trips by distance by County of Simcoe residents in 2016, indicating that nearly 30% of all home-to-work trips are under 5 kilometres. Further, Exhibit 6.9 breaks down home-to-work trips under 5 kilometres by mode share, indicating a total of 84% of trips taken by car. Shorter-distance trips have the highest potential to be converted from driving to alternative

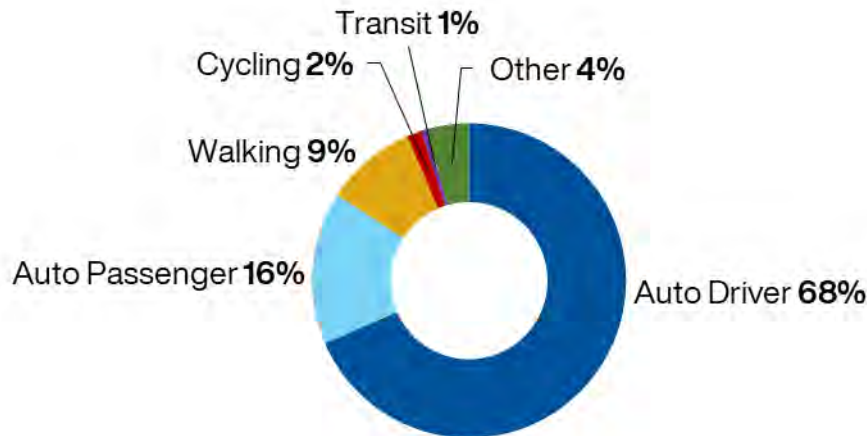
travel modes. Policies and infrastructure investments that support alternative mobility choices can help to influence mobility choices among those trips.

Exhibit 6.8: Share of Home-to-Work Trips by Distance by County of Simcoe Residents



Source: IBI Group Analysis of Transportation Tomorrow Survey (2016)

Exhibit 6.9: Mode Share of Home-to-Work Trips Under 5 Kilometres, by County of Simcoe Residents



Source: IBI Group Analysis of Transportation Tomorrow Survey (2016)

In the aftermath of the COVID-19 pandemic, working from home may persist as a more common working arrangement. With fewer commuting trips expected, the frequency of shorter, local trips would be expected to increase. Investments in active transportation infrastructure, then, may be especially important to manage travel demand for locally-based trips.

## **A.M. Peak Period Travel Patterns**

To further understand travel patterns in and through the County of Simcoe, origin-destination (O-D) data from the 2016 Transportation Tomorrow Survey (TTS) was analyzed. All person-trips started within the a.m. peak period (6:00 a.m. to 10:00 a.m.) were extracted from TTS. The a.m. peak period tends to be the busiest travel period of a day, including a significant portion of home-based work trips. The TTS trip origins and destinations were aggregated to 30 zones, which represent the lower-tier municipalities within Simcoe County and the municipalities surrounding the County. These super zones are displayed in Exhibit 6.10.

The trip origin-destination matrix during the a.m. peak period of an average weekday in 2016 is included as Appendix A.

The data show that the local municipal trips (i.e. trips with both trip-ends in the same municipality) and cross-municipal trips (i.e. trips with trip-ends in different municipalities) play an important role in the a.m. peak period trip market for the County of Simcoe. The local municipal trips account for 62% of the total internal County trips. New Tecumseth, Bradford West Gwillimbury and Collingwood accounted for over 7,000 internal trips during the a.m. peak period on a typical weekday.

In terms of cross-municipal trips, a desire line map shown in Exhibit 6.11 illustrates the movement of people from municipality to municipality. This map demonstrates the strong interconnectedness of neighbouring municipalities in and around the County of Simcoe. Strong travel patterns are shown between Barrie and Oro-Medonte, Springwater, Essa and Innisfil. There are also active connections between York-South and Innisfil and New Tecumseth and Bradford West Gwillimbury. As the County of Simcoe continues to grow, improving the travel connections within each municipality and to neighbouring municipalities is becoming more important.

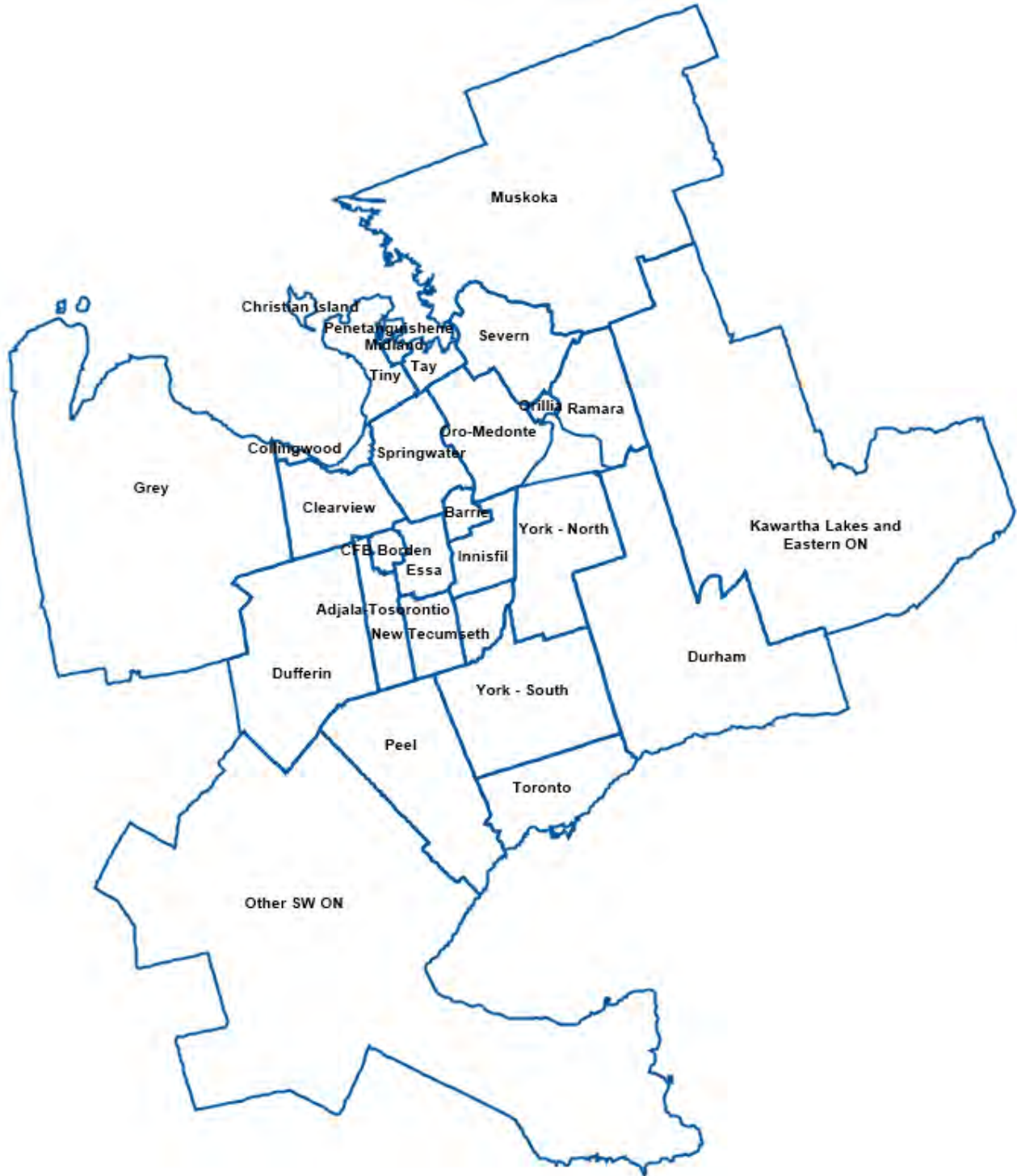
The desire line map also illustrates the transit mode share of the a.m. peak period trips. Trip volumes are colour-coded based on their transit mode share percentage. Predictably, Toronto as a destination has a higher transit share than other municipalities, likely due to relatively frequent GO transit services. However, most municipalities in the County represent a lower transit mode share (under 1%), which further illustrates the need to improve transit connections and services between municipalities in the County.

**IBI GROUP** REVISED DRAFT REPORT

County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

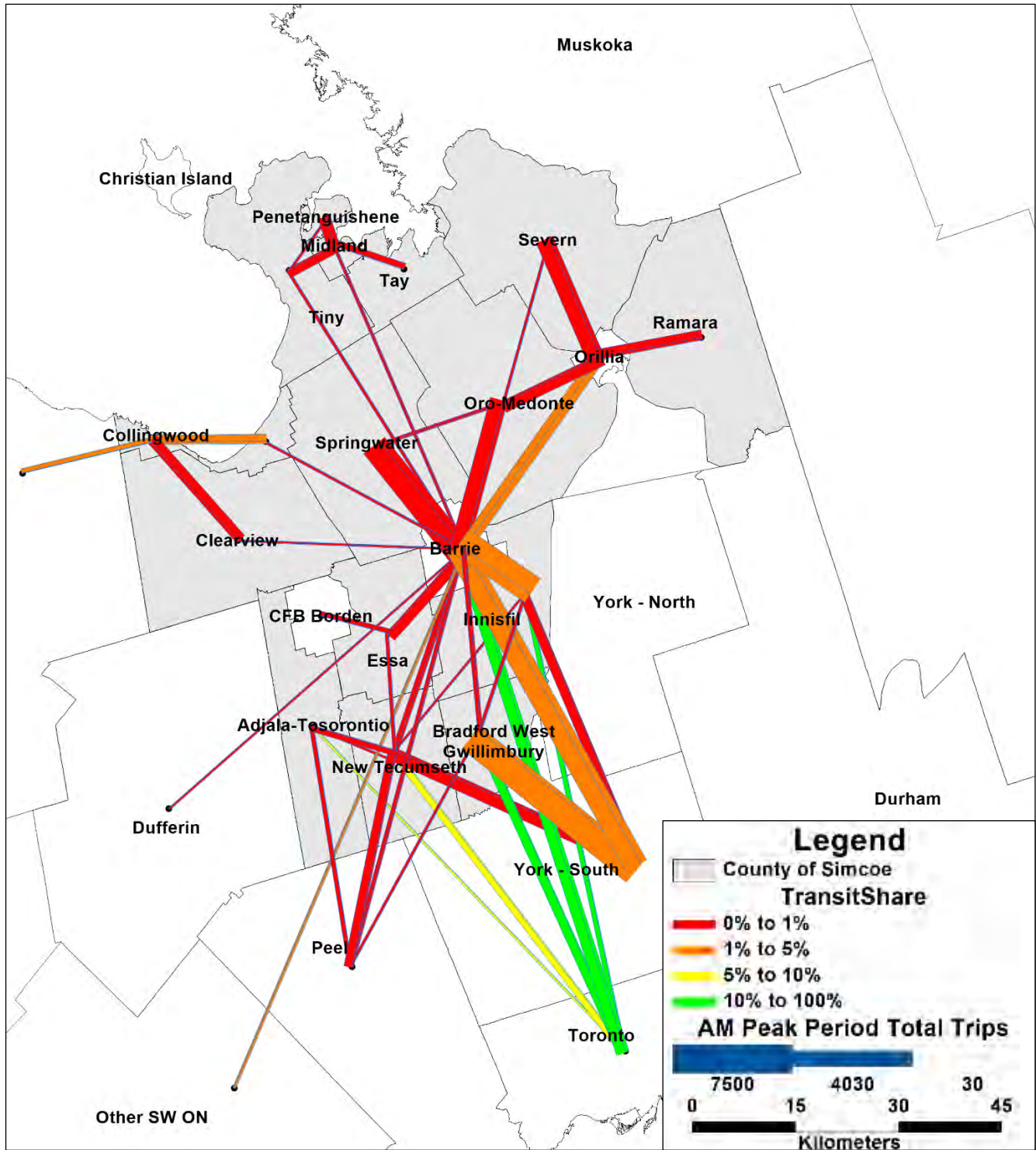
Prepared for County of Simcoe

Exhibit 6.10: Transportation Tomorrow Survey Zone Map





**Exhibit 6.11: A.M. Peak Period for All Person-Trip Volumes (6:00 a.m. to 9:59 a.m.)**



Source: IBI Group Analysis of Transportation Tomorrow Survey (2016)

## 7 Trends Affecting Transportation

There are several relevant demographic patterns, employment trends, infrastructure projects and technological changes that inform the study process and provide important context for the TMP Update. The following subsections highlight this context.

### 7.1 Growth in the County of Simcoe is Strong but Unevenly Distributed

The County of Simcoe has maintained a growing population over the last few Census periods. Growth patterns indicate that the County continues to be an attractive and viable place to live. Exhibit 7.1 includes population growth, both historic and forecasted, in the County of Simcoe. As of the 2016 Census, the County of Simcoe had a population of 305,516 people, representing nearly 2% annual growth from 2011.

Over the same time period of 2011 to 2016, the City of Barrie increased 3.9% in population (136,063 to 141,434) and the City of Orillia increased 1.9% (30,586 to 31,166).

Historic population growth has remained strong over the last few Census periods and is expected to remain steady. The Growth Plan for the Greater Holden Horseshoe (2020) forecasts a population of 555,000 by 2051, representing a change of about 82% over 35 years (2106 to 2051), or an annual growth rate of 1.72% over this period.

**Exhibit 7.1: Historic and Projected Population Growth in the County of Simcoe**

Year	Population	Average Annual Growth Rate
2001	243,075	-
2006	262,048	1.51%
2011	277,262	1.14%
2016	305,516	1.96%
2051	555,000	1.72%

Source: Historic Populations from Statistics Canada Census of Population and Projected Population from Growth Plan for the Greater Golden Horseshoe (2020)

**IBI GROUP REVISED DRAFT REPORT**

County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

As the County grows, it is planned to urbanize more rapidly. Exhibit 7.2 summarizes the population of municipalities comprising Simcoe County, showing both recent historic growth trends and projected future growth.

**Exhibit 7.2: Historic and Forecast Population Growth in Simcoe County**

Lower-Tier Municipality	Census Population (2011)	Census Population (2016)	2011/2016	Estimated Population (2021)	DRAFT Projected Population (2051)	2051/2016
Township of Adjala-Tosorontio	10,603	10,975	1.04	29.5	12,410	1.13
Town of Bradford West Gwillimbury	28,077	35,325	1.26	175.7	85,610	2.42
Township of Clearview	13,734	14,151	1.03	25.4	18,990	1.34
Town of Collingwood	19,241	21,793	1.13	645.1	43,230	1.98
Township of Essa	18,505	21,083	1.14	75.3	34,800	1.65
Town of Innisfil	32,727	36,566	1.12	139.2	84,570	2.31
Town of Midland	16,572	16,864	1.02	84.3	22,650	1.34
Town of New Tecumseth	30,234	41,439	1.37	151.1	81,530	1.97
Township of Oro-Medonte	20,078	21,036	1.05	35.8	27,040	1.29
Town of Penetanguishene	9,111	8,962	0.98	350.4	12,110	1.35
Township of Ramara	9,275	9,488	1.02	22.7	12,380	1.30
Township of Severn	12,377	13,477	1.09	24.5	18,360	1.36
Township of Springwater	18,223	19,059	1.05	35.5	34,730	1.82
Township of Tay	9,736	10,033	1.03	72.1	12,880	1.28
Township of Tiny	11,232	11,787	1.05	35.0	15,330	1.30
Town of Wasaga Beach	17,537	20,675	1.18	352.6	37,980	1.84
<b>County of Simcoe</b>	<b>277,262</b>	<b>307,050</b>	<b>1.11</b>	<b>63.2</b>	<b>554,600</b>	<b>1.81</b>

Source: 2021 and 2051 Population figures are from Hemson Consulting Ltd.: Memorandum: Municipal Comprehensive Review – Public Information Session – Growth Management and Land Needs Assessment (October 1, 2021). **Forecasted populations are draft and subject to review and revision.**

## **IBI GROUP** REVISED DRAFT REPORT

### County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

While all municipalities have experienced growth between 2011 and 2016 (except for Penetanguishene, which had a slight decline), the County's growth has largely been concentrated in the southern local municipalities of Bradford West Gwillimbury with 26% growth (from 28,077 to 35,325 population), as well as Essa, New Tecumseth and Innisfil in south Simcoe (12% to 14% growth each), and Wasaga Beach and Collingwood (18% and 13% growth, respectively) in north Simcoe. At a sub-area level, the South Region Market Area of Simcoe County grew from 120,00 people in 2011 to 138,000 people in 2016 (15% growth) while the North Simcoe Market Area grew from 157,000 people in 2011 to 167,000 people in 2016 (6% growth).

This growth of urban areas increases opportunities for more complete, connected communities and more trips by active transportation and transit. Future growth is anticipated to be focused on the same municipalities that had recent growth, as well as in the Township of Springwater with development north of Barrie.

Sustained growth is also expected within the greater region moving forward. Exhibit 7.3 outlines projected total population and employment figures for the County of Simcoe, together with selected municipalities in the Greater Golden Horseshoe and outlying areas. The County is projected to accommodate 198,000 jobs by 2051, representing a 126% growth in employment from 2016.

Population and employment growth in Barrie and Orillia are important considerations as they will add traffic to County roads as well as demand for connecting transit and active transportation facilities. The Growth Plan for the Greater Golden Horseshoe projects the City of Barrie's population to grow to 298,000 people and accommodate 150,000 jobs by 2051, representing 111% growth and 127% growth from 2016, respectively. The City of Orillia is projected to have population of 49,000 and accommodate 26,000 jobs by 2051, representing 57% and 69% growth from 2016, respectively. Population and employment growth of other municipalities like York Region and the City of Toronto means that the TMP Update will need to address the pressure that growth places on transportation infrastructure including County roads.



Exhibit 7.3: Projected Population and Employment Growth in the County of Simcoe and Selected Nearby Municipalities

Municipality	Population				Jobs			
	2016 Population	2051 Population	Population Growth	2016 to 2051 Increase	2016 Jobs	2051 Jobs	Jobs Growth	Total 2016-2051 Increase
<b>Selected Greater Golden Horseshoe Municipalities (GGH Plan Projections)</b>								
County of Simcoe	294,410	555,000	260,590	89%	87,696	198,000	110,304	126%
City of Barrie	141,434	298,000	156,566	111%	65,936	150,000	84,064	127%
City of Orillia	31,166	49,000	17,834	57%	15,422	26,000	10,578	69%
Dufferin County	61,735	95,000	33,265	54%	6,840	39,000	32,160	470%
Peel Region	1,381,739	2,280,000	898,261	65%	626,826	1,070,000	443,174	71%
York Region	1,109,909	2,020,000	910,091	82%	489,885	990,000	500,115	102%
City of Toronto	2,731,571	3,650,000	918,429	34%	1,509,594	1,980,000	470,406	31%
Durham Region	645,862	1,300,000	654,138	101%	192,643	460,000	267,357	139%
City of Kawartha Lakes	75,423	117,000	41,577	55%	19,734	39,000	19,266	98%
<b>Other Nearby Municipalities (Ministry of Finance Projections)</b>								
Grey County	93,830	-	-	*20-35%	-	-	-	-
District of Muskoka	60,599	-	-	*20-35%	-	-	-	-
Parry Sound District	42,824	-	-	*0-20%	-	-	-	-

Source: 2016 population data from Statistics Canada Census of Population; 2016 employment (jobs) data from Transportation Tomorrow Survey (2016); 2051 population and employment projections from Growth Plan for the Greater Golden Horseshoe (2020);

\*Growth rate projections from Ministry of Finance (2021) and represent forecasted percent change in population between 2020 and 2046

## Mobility Orbit Development

The Innisfil Mobility Orbit is the Town of Innisfil's plan for reimagining rural growth around a future GO Transit rail station. Consistency between County and Town plans is an important consideration in the development of the TMP Update, and in ensuring the development of a multi-modal transportation network.

The Town of Innisfil, with the support of the County of Simcoe, requested a Ministerial Zoning Order (MZO) from the Minister of Municipal Affairs and Housing, which was approved on August 6, 2021. An MZO is a tool used to expedite transit-oriented communities and projects that align with provincial goals. The MZO is expected to advance the proposed Mobility Orbit development, seeing growth centred in concentric circles (or *Zones*, as per the MZO) around the new Innisfil Go Station and public plaza. A map of the Mobility Orbit development is shown as Exhibit 7.4.

The draft MZO proposal that was submitted for consideration outlined further detail, including a framework and phasing of development as well as principles that serve as a foundation to help direct planning. Among these principles are human-scaled and transit-supportive densities, as well as the prioritization of safe and alternative mobility choices for people of all ages<sup>2</sup>. With construction expected to commence in 2022, Mobility Orbit is a multi-generational project that will see tremendous growth in Innisfil. The draft MZO supports the construction of 7,000 dwelling units and house about 20,000 people within the first 425-metre radius from the centre, with about 3600 of these units constructed by 2031.

---

<sup>2</sup> Town of Innisfil Staff Report Executive Summary, Staff Report Number DSR-154-20 (2020). Retrieved from <https://innisfil.civicweb.net/FileStorage/FA2426F4F7B9460CAC8D4ABB2ED4B8D6-Mobility%20Orbit%20-%20Draft%20Ministerial%20Zoning%20Order.pdf>

**IBI GROUP REVISED DRAFT REPORT**

County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

**Exhibit 7.4: Mobility Orbit Development: Major Transit Station Area**

Part of Lots 21, 22, and 23, Concession 6 and Part of Lots 21, 22, and 23, Concession 5, Town of Innisfil, County of Simcoe



<p><b>MAP No. 264</b></p> <p>Map filed at the office of the Ontario Ministry of Municipal Affairs and Housing, 777 Bay St., Toronto, Ontario,</p> <p>Planning Act</p> <p>Ontario Regulation: 568/21</p> <p>Date: August 6, 2021</p> <p>Original Signed By: Minister of Municipal Affairs and Housing</p>	<p><b>LEGEND</b></p> <ul style="list-style-type: none"> <li><span style="border: 2px solid red; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Minister's Zoning Order</li> <li><span style="border-bottom: 2px solid purple; display: inline-block; width: 20px; margin-right: 5px;"></span> Open Space</li> <li><span style="background-color: green; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Environmental Protection Area</li> <li><span style="border-bottom: 1px solid black; display: inline-block; width: 20px; margin-right: 5px;"></span> Roads</li> <li><span style="border: 1px solid gray; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Assessment Parcel</li> <li><span style="background-color: yellow; border: 1px solid black; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Transit Oriented Community 1 (TOC 1)</li> <li><span style="background-color: lightblue; border: 1px solid black; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Transit Oriented Community 2 (TOC 2)</li> </ul> <div style="text-align: right; margin-top: 10px;"> <p>0 100 200 400 Metres</p> <p>1 centimeter equals 130 metres</p> </div>
--	--

**Map Description:**  
 This is map no. 264 referred to in a Minister's Zoning Order. It shows lands which are located in Part of Lots 21, 22, and 23, Concession 6 and Part of Lots 21, 22, and 23, Concession 5, Town of Innisfil, County of Simcoe. We are committed to providing accessible customer service (<https://www.ontario.ca/page/accessible-customer-service-policy>). On request, we can arrange for accessible formats and communications supports. Please contact MMAH by email ([mininfo@ontario.ca](mailto:mininfo@ontario.ca)) for regulation details.

**THIS IS NOT A PLAN OF SURVEY**

Information provided by the Ministry of Municipal Affairs and Housing, under licence with the Ministry of Natural Resources.  
 © 2021, Queen's Printer for Ontario.



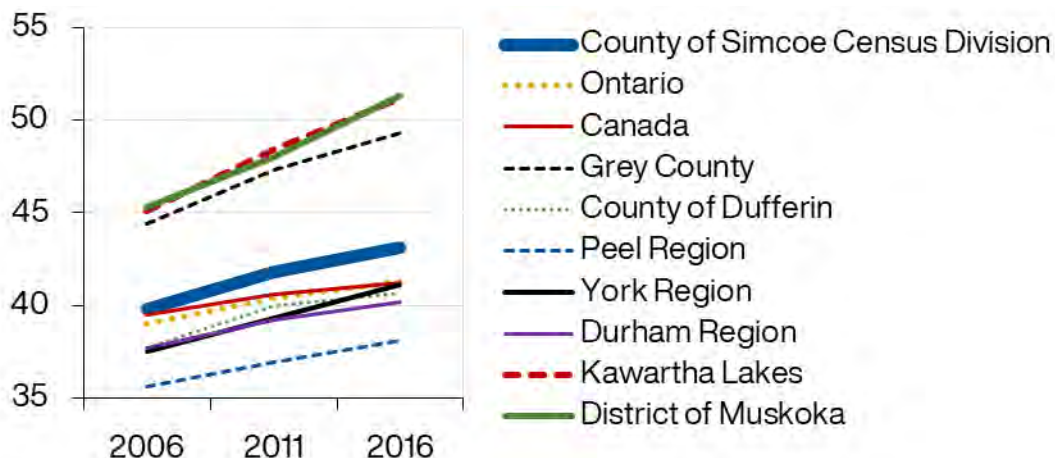
Source: Map No. 264, Zoning Order-Town of Innisfil O-Reg 568-21 (August 6, 2021)

## 7.2 The Median Population Age is Shifting Upward

The County of Simcoe is an attractive location for older adults, demonstrated in its commitment to developing an age-friendly County. Strategic initiatives such as the 2021 Simcoe County Age-Friendly Seniors Housing Grant, as well as the County of Simcoe Positive Aging Strategy (2018) have contributed to developing an age-friendly planning framework for older adults. Growth in the County of Simcoe is, in part, dependent on the County’s appeal as a retirement destination. This is an important consideration in developing a TMP that meaningfully responds to the needs of the community. The development of healthy and complete communities is an important consideration in meeting the needs of an aging population and developing a transportation plan that meaningfully respond to the mobility needs of all residents.

Exhibit 7.5 shows median age in the County of Simcoe Census Division together with that of adjacent upper-tier municipalities, as well as Ontario and Canada. Like most communities in Ontario, the population of the County of Simcoe is aging. Median age in the County has increased steadily between 2006 and 2016. With a median age of 43.1 years in 2016, the County of Simcoe is older and aging faster than both Ontario (41.3 years) and Canada (41.2 years) as wholes. The County is also older than all neighbouring upper-tier municipalities with the exception of Grey County, District of Muskoka and Kawartha Lakes. An increasing median age accompanied by a growing population suggests that older adults are indeed moving into the County of Simcoe. Adopting an age-friendly planning framework is an important TMP consideration in regard to developing a safe, dependable and accessible transportation network.

**Exhibit 7.5: Median Age by Select Geography, 2006 to 2016**

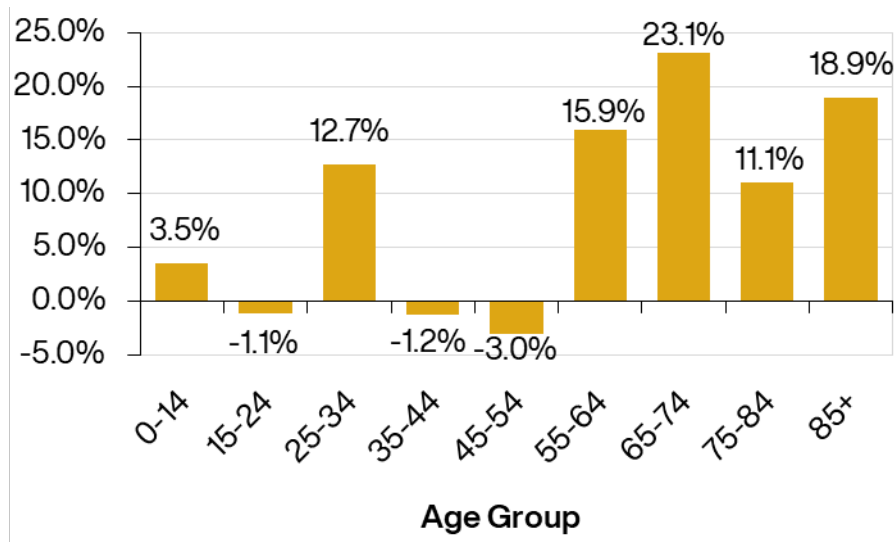




Source: IBI Group Analysis of Census of Canada

All population cohorts aged 55 and older in the County of Simcoe Census Division increased significantly between 2011 and 2016, as shown in Exhibit 7.6. The TMP Update must consider mobility for a variety of trip purposes beyond commuting to and from work. Additionally, residents aging out of driving is an important consideration in the development of suitable mobility alternatives.

**Exhibit 7.6: Population Change by Age Groups in the County of Simcoe Census Division, 2011 to 2016**



Source: IBI Group Analysis of Census of Canada

In summary, an aging population will have significant fiscal, service and policy implications towards planning for transportation. An aging population represents a need to shift away from a primary focus on commuting trips, and instead consider mobility across the County throughout of the day. Residents aging out of driving require suitable and safe alternatives for their travel needs. With a reliance on alternative modes such as mobility services, cycling, walking, and social and economic activities, the transportation network will have to respond accordingly.

### 7.3 The Economy is Strong

The County of Simcoe is geographically well-positioned and is connected to Southern, Central and Northern Ontario by Highway 400 and Highway 11, providing access to a large network of goods, services and customers. The County benefits from close proximity to major employment markets and economic regions, notably the Greater Toronto and Hamilton Area, and has access to skilled labour and post-

secondary institutions. Notably, access to important regional assets including Lake Simcoe Regional Airport, Georgian College and Lakehead University make the County an attractive place to do business.<sup>3</sup> These factors support a strong economy and contribute to the County's economic growth into the future.

The employment base in the County of Simcoe is diverse. Retail trade represents the largest job sector in the County, with more than 29,000 jobs in 2018.<sup>3</sup> This is followed by health care and social assistance (28,000 jobs), manufacturing (23,000 jobs) accommodation and food services (18,000 jobs), and construction (18,000 jobs).

The County is an important seasonal tourist destination and tourism contributes to robust local economies, especially for the local municipalities along Georgian Bay. The geography of the County helps facilitate scenic and adventure tourism, with the Niagara Escarpment, Canadian Shield, numerous provincial parks and conservation areas, and several ski resorts contributing to the appeal of the County. With over nine million visitors annually<sup>4</sup>, tourism is a vital industry that supports a variety of direct and indirect employment opportunities.

In addition to the tourism sector, the economy of the County also includes manufacturing, the agri-food industry, aggregates and retail. Honda of Canada Manufacturing, an automobile manufacturer located in New Tecumseth, is one of the County's single largest employers. Additionally, agriculture is an important and multi-faceted industry with a strong history in the County. Prime agricultural land, like the Holland Marsh in Bradford West Gwillimbury, supports farming, goods movement, industry and retail. Exhibit 7.7 shows the diversity and distribution of agriculture goods in the County of Simcoe, with corn, soybean and winter wheat being important commodities grown in the County. Pasture (land used for grazing) is also a prominent land use that contributes to the economy of the County.

---

<sup>3</sup> 2021-2025 County of Simcoe Economic Development Strategy. Retrieved from <https://edo.simcoe.ca/Shared%20Documents/FINAL%20-%20ED%20Strategy%202021-2025.pdf>

<sup>4</sup> Simcoe County Stronger Together Report (2016)

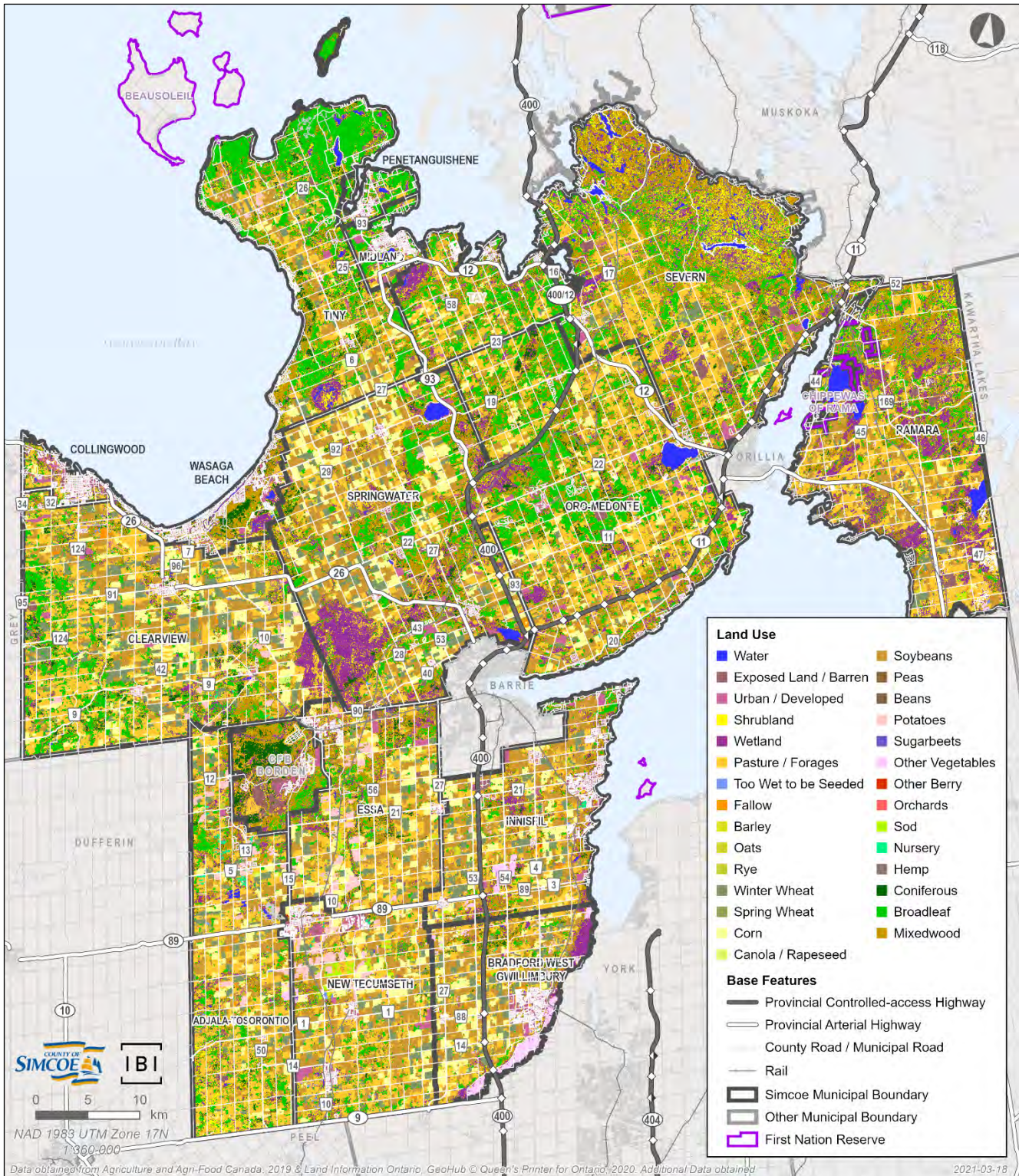


**IBI GROUP REVISED DRAFT REPORT**

**County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES**

Prepared for County of Simcoe

**Exhibit 7.7: Crop Inventory in the County of Simcoe**



## 7.4 Future Infrastructure Expansion Projects

There are several committed or prospective road infrastructure projects planned in the County of Simcoe, either by the Province or by the County itself. These projects are important considerations for the study process as they may impact the operations of the future road network.

### Provincial Road Projects

The following projects have been considered, or are being considered, by the MTO and have undergone different stages of planning:

- Highway 400-404 Link (Bradford Bypass), with interchanges at Highway 400, County Road 4 (Yonge Street), and Highway 404. Further interchanges are being considered at Sideroad 10, Bathurst Street, 2<sup>nd</sup> Concession Road, and Leslie Street. A map of the proposed 16.2 kilometre provincial highway is shown in Exhibit 7.8. The Environmental Assessment, which was previously approved in 2002 along with a route planning study and Recommended Plan, is currently being updated, with approval expected in late 2022.

The Highway 400-404 Link will have significant impacts on local roads in Bradford West Gwillimbury, affording the Town with placemaking opportunities as a result of reduced through traffic. Additionally, the proposed bypass would help accommodate the expected additional travel demand in the County of Simcoe and may relieve congestion on some County Roads (e.g. County Road 4 and County Road 88).

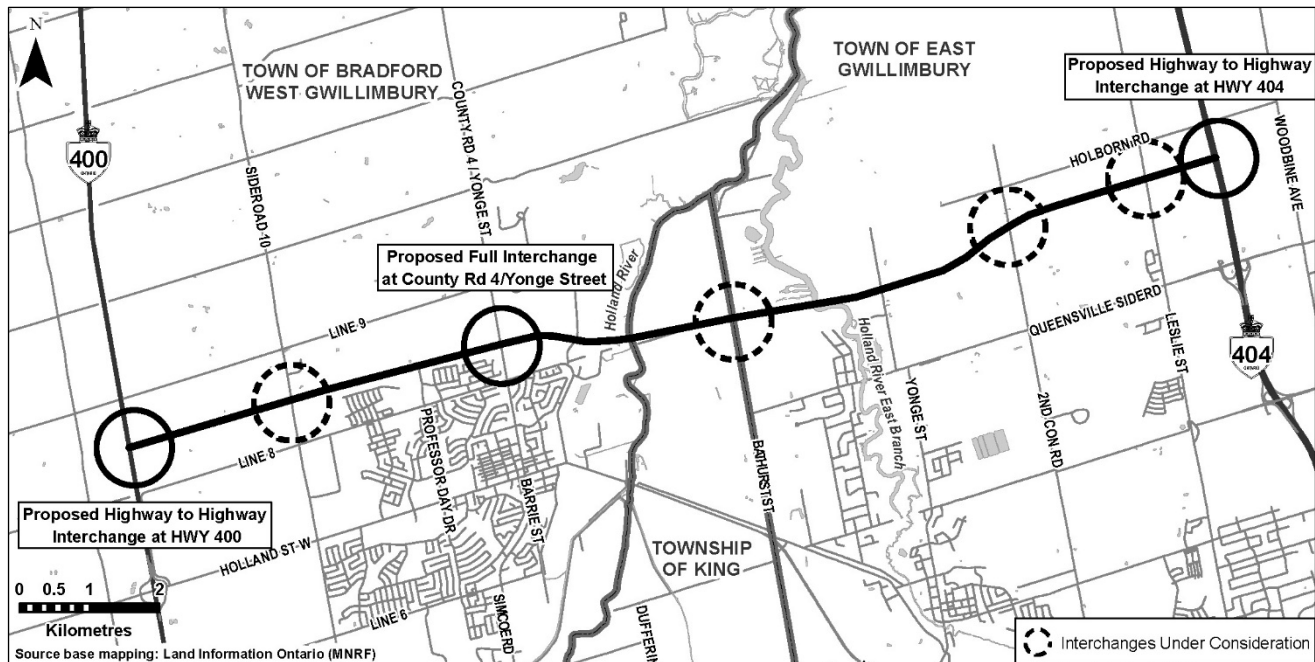
- Highway 400 - Innisfil Beach Road Overpass (Class EA completed in 2017 and Design and Construction Report completed in 2020) will see a new interchange and single span bridge. The bridge will accommodate the future 4-lane Innisfil Beach Road and is expected to be complete by 2025<sup>5</sup>.

---

<sup>5</sup> Highway 400 – Innisfil Beach Project Website (2020); Retrieved from [http://highway400innisfilbeach.com/?page\\_id=11](http://highway400innisfilbeach.com/?page_id=11)



Exhibit 7.8: Map of Proposed Highway 400-404 Link



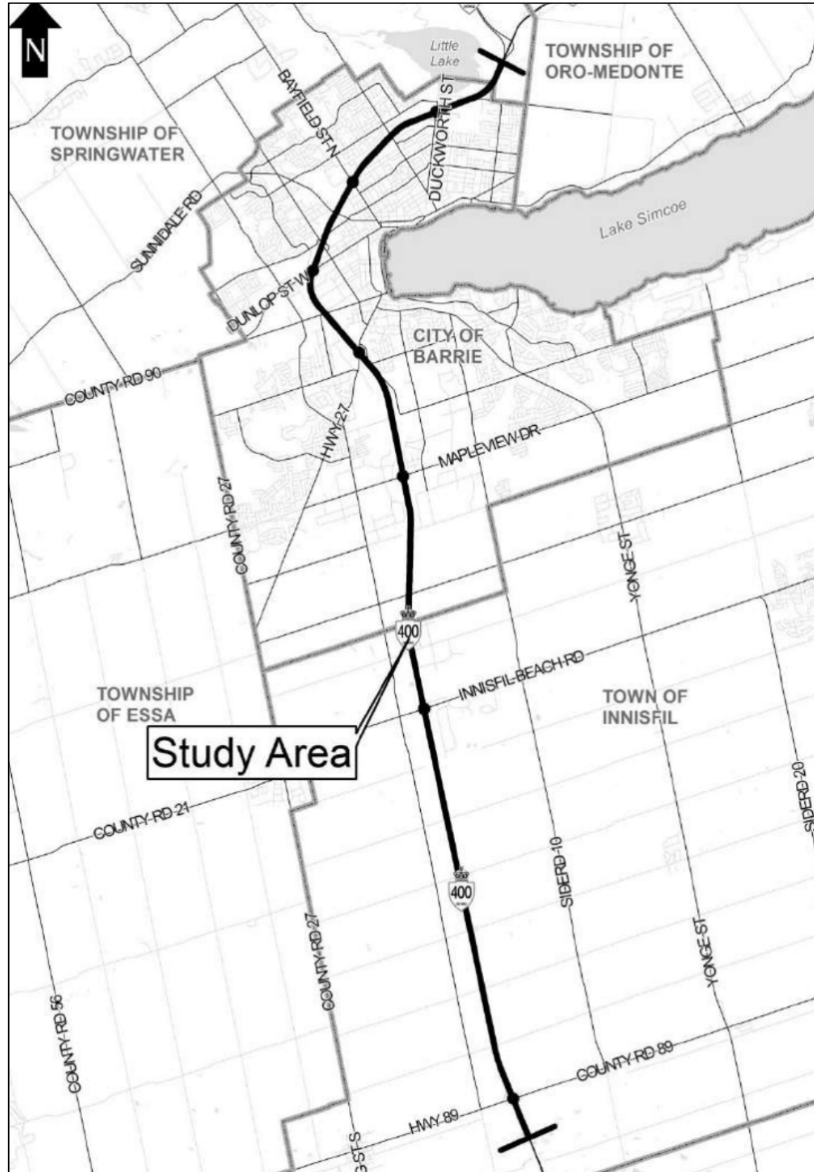
Source: MTO Bradford Bypass Project Website (AECOM, 2020)

- Highway 400 corridor widening from Highway 89 to Highway 11 (Class EA and Preliminary Design Study Update completed in 2017<sup>6</sup>) is forthcoming, but timelines for construction are subject to detailed design and approvals. A map of the corridor is included in Exhibit 7.9, and corridor modifications include the following:
  - Widen Highway 400 to five lanes in each direction (including one HOV lane along the majority of the corridor) from Mapleview Drive to Duckworth Street;
  - Modify single lane exit ramps from Highway 400 to Highway 89 to two-lanes;
  - Install commuter parking lots in the southwest and northeast quadrants at Highway 400 and Highway 89 interchange;
  - Expand commuter parking lot in northeast quadrant of Highway 400 and County Road 21 interchange; and

<sup>6</sup> MTO Highway 400 Improvements Transportation Environmental Study Report Addendum – Class EA and Preliminary Design Study Update (AECOM, 2017). Retrieved from [http://highway400innisfilbeach.com/wp-content/uploads/2019/05/Highway-400-Improvements-Highway-89-to-Highway-11-TESR-Addendum\\_November2017-compressed.pdf](http://highway400innisfilbeach.com/wp-content/uploads/2019/05/Highway-400-Improvements-Highway-89-to-Highway-11-TESR-Addendum_November2017-compressed.pdf)

- Implement intelligent traffic systems in various locations.

**Exhibit 7.9: Highway 400 Proposed Corridor Widening**



Source: MTO Highway 400 Improvements Transportation Environmental Study Report Addendum – Class EA and Preliminary Design Study Update (2017)

- Highway 26 modifications in the County of Grey and County of Simcoe, identified in the Highway 26 Transportation Study Needs Assessment Report completed in 2015 by the MTO. A map of the recommended Highway 26 modifications is included in Exhibit 7.10, and include the following:

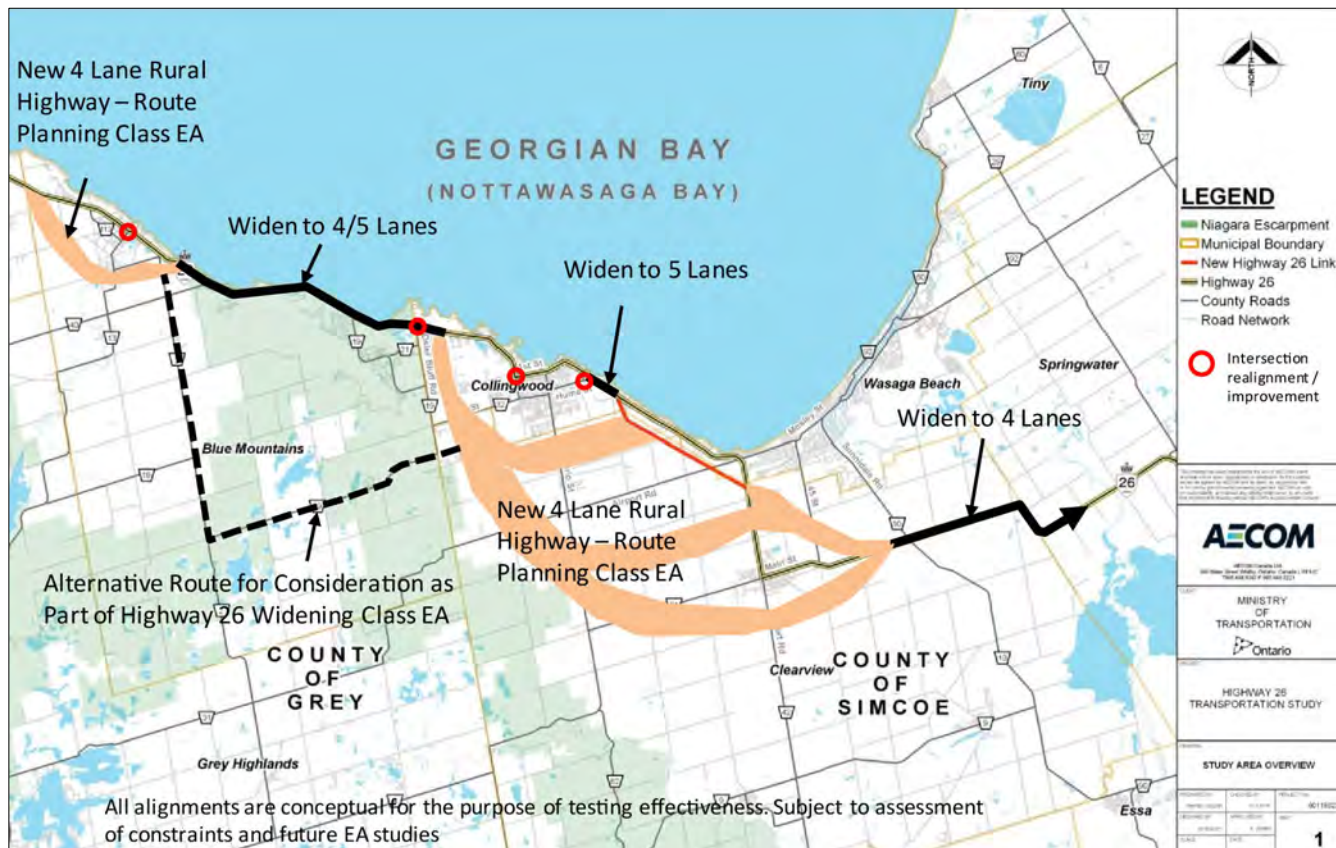
**IBI GROUP REVISED DRAFT REPORT**

County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

- Widen Highway 26 to four lanes east of Stayner (Class EA and MTO Transportation Environmental Study Report to be completed);
- Widen a short segment of Highway 26 to five lanes at Hume Street / Pretty River Parkway; and
- New Highway 26 bypass of Collingwood and Stayner (Class EA route planning and MTO Transportation Environmental Study Report to be completed).

Exhibit 7.10: MTO Recommended Highway 26 Modifications and New Corridors



Source: MTO Highway 26 Transportation Study, Needs Assessment Report (AECOM, 2015)

- Construction of Highway 427 extension, terminating at Major Mackenzie Drive in York Region, is complete and pending opening. The extension of Highway 427 to locations north (e.g. Alliston, Barrier, Highway 11) have been considered by the MTO but are subject to further study and provincial approval.
- Improved pedestrian crossing in Cookstown (Town of Innisfil) connecting the Trans Canada Trail over Highway 89. Funding in the amount of \$59,

211 is provided through Ontario’s 2021-2022 Connecting Links Program<sup>7</sup>, and helps address a critical gap in the trail network.

- The Highway 89 East-West Connecting Link Improvement (Cookstown Bypass) was identified in the 2018 Town of Innisfil TMP Update. Due to property constraints preventing road widening, anticipated congestion and safety concerns, a bypass around Cookstown (as shown in Exhibit 7.11) is an important infrastructure project.

Improvements to Highway 89 between Highway 400 and Rosemont are identified in MTO’s 2017-2021 Southern Highways Program as a future project. There is no timeline for funding, design or construction of the project.

**Exhibit 7.11: Town of Innisfil TMP Highway – 89 East-West Connecting Link Improvement Conceptual Alignment**



Source: Town of Innisfil TMP (2018)

## **County Road Projects**

Identifying key County road projects is an important consideration for the TMP Update that aids the analysis of the future road network. The identification of future road works may also present opportunities to bundle active transportation infrastructure with road planning, design, operations and maintenance work.

---

<sup>7</sup> 2021-22 Connecting Links Funding by Municipality (MTO, 2021). Retrieved from <https://news.ontario.ca/en/backgrounder/61076/2021-22-connecting-links-funding-by-municipality>



## IBI GROUP REVISED DRAFT REPORT

### County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

Exhibit 7.12 shows all transportation-related projects in the County, as identified in the Proposed 2021 Capital Budget.

Projects to note for the TMP Update include the following:

- Construction is ongoing for the widening of County Road 21 from County Road 27 to 20<sup>th</sup> Sideroad; a Schedule C Municipal Class Environmental Assessment was previously completed.
- A Schedule C Municipal Class Environmental Assessment is underway for the widening of County Road 4 from County Road 89 to Lockhart Road (County of Simcoe-City of Barrie boundary) in the Town of Innisfil.
- Widening of County Road 4 is underway from 200 metres north of Line 8 in the Town of Bradford West Gwillimbury to 300 metres north of County Road 89 in the Town of Innisfil. County Road 4 will be widened from two to four lanes.
- A Complete Street Class B Environmental Assessment was completed in 2018 for County Road 93 from Highway 12 in Midland to Thompsons Road in Penetanguishene, recommending the following modifications:
  - 1.5 metre paved shoulders on both sides of County Road 93 from Highway 12 to Yonge Street;
  - Multi-use trail on both sides of County Road 93 from Yonge Street to St. Andrews Drive (a multi-use trail on the east side of County Road 93 has been completed, and a sidewalk on the west side of CR 93 has been completed); and
  - Multi-Use Trail on east side of County Road 93 from St. Andrews Drive to Thompsons Road (a portion of this has been completed, and the remaining section of the trail is currently being constructed alongside the roundabout).
- The construction of a two-lane roundabout is underway at County Road 93 and Vidin Street / Golf Line Road in Penetanguishene.
- Other completed studies include Environmental Assessments for County Roads 10, 28, 44, 50, 53, 88 and 90.

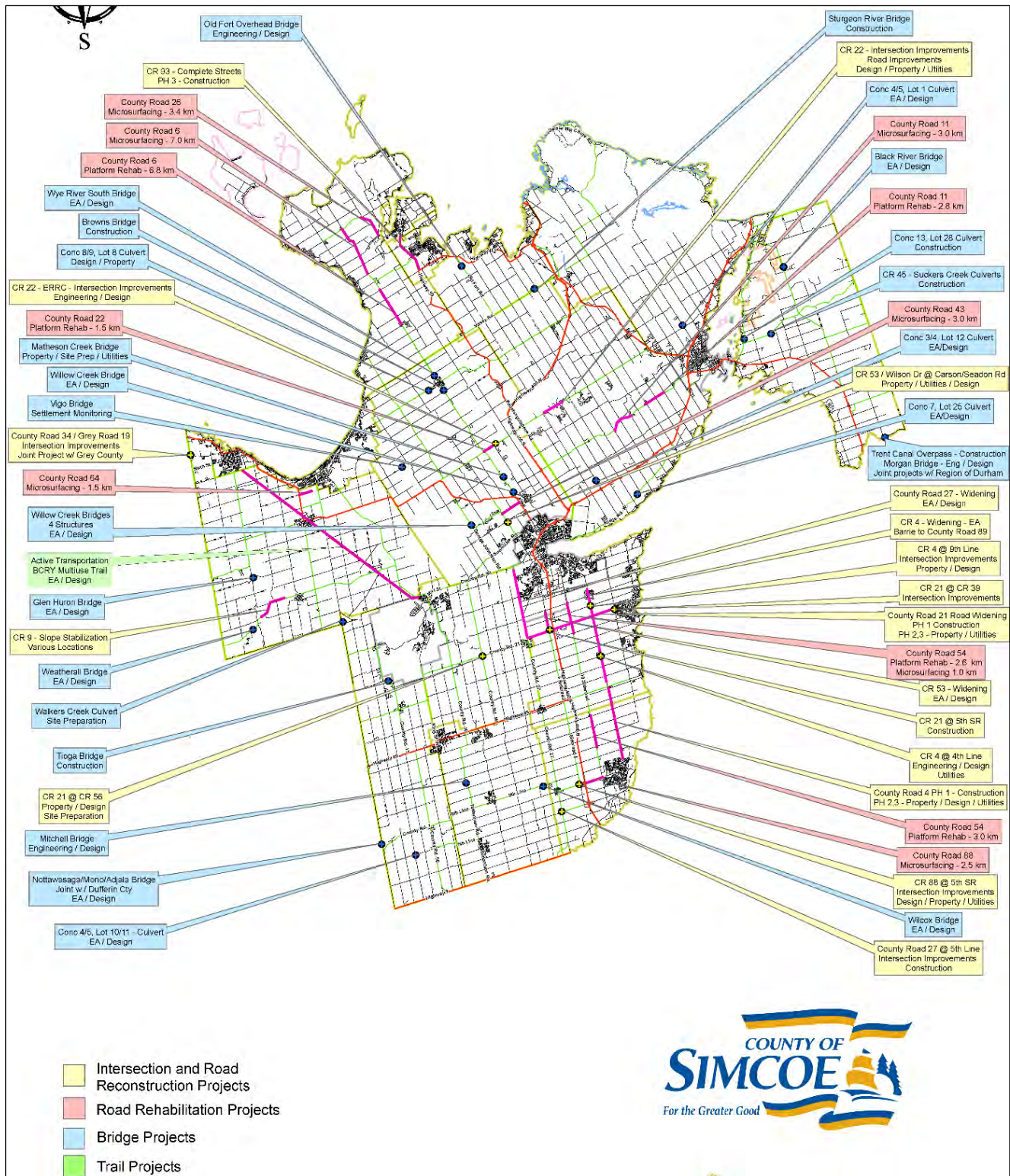
The 2014 TMP Update proposed additional other road improvements categorized into short-term and long-term projects; these are listed as Exhibit 7.13. **The need for and timing of these improvements will be reviewed as part of the TMP Update.**

**IBI GROUP REVISED DRAFT REPORT**

**County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES**

Prepared for County of Simcoe

**Exhibit 7.12: County of Simcoe Road Infrastructure Projects**



Source: Proposed 2021 Capital Budget, County of Simcoe Transportation and Engineering (Cropped, 2021)

**IBI GROUP REVISED DRAFT REPORT**

County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

**Exhibit 7.13: Road Improvements as Identified by the 2014 TMP Update**

Road	Municipality	Limits / Intersection	Improvement
<b>Short-Term Projects (Improvements by 2031)</b>			
CR 44	Ramara	Highway 12 to Casino Rama	Widening
CR 10	New Tecumseth	CR 14 to Industrial Parkway	Widening
CR 27	Innisfil	CR 21 to CR 90	Widening (EA underway)
CR 10	Clearview	CR 90 to CR 9	Widening
CR 10	Clearview	Highway 26 to Concession 12 Sideroad	Widening
CR 53 / Wilson Drive	Springwater	Ferndale Drive to Highway 26	Widening
CR 53	Innisfil	CR 21 to Salem Road	Widening (EA underway)
CR 10	Clearview	CR 9 to Highway 26	Widening
CR 43	Springwater	Country Road 28 to Highway 26	Widening
CR 93	Oro-Medonte	CR 11 to Georgian Drive	Widening
<b>Long-Term Projects (Improvements Post-2031)</b>			
CR 10	New Tecumseth	Highway 9 to 3rd Line	Widening
Tottenham Bypass – CR 10	New Tecumseth	3rd Line to 5th Line	New Construction
CR 88	Bradford West Gwillimbury	Highway 400 to Bond Head Bypass	Widening / New Construction
Bond Head Bypass – CR 27	Bradford West Gwillimbury	6th Line to CR 1	Widening / New Construction
CR 27	Bradford West Gwillimbury	Highway 9 to 6th Line	Widening
CR 40	Springwater	Dobson Road to Ferndale Drive	Widening
CR 27	Springwater	Highway 26 to CR 22	Widening
CR 54	Innisfil	CR 21 to Lockhart Road	Widening

## 7.5 Emerging Transportation Technologies

Emerging transportation technologies are an important consideration in the development of a multi-modal transportation network. Technological

advancements that support automated, electric, connected and shared transportation options are reshaping mobility. By developing policies that support the identification and adoption of technologies that work for the needs and context of the County of Simcoe, the County can take advantage of new technologies as appropriate.

As electric vehicles (EV) and hybrid vehicles become more common due to falling prices as well as increasingly strict climate change and environmental policies, the County of Simcoe should expect to support a robust charging network. Between 2014 and 2019, the number of EVs in Canada grew from 10,000 to 136,000<sup>8</sup>. Additionally, in June 2021, the Government of Canada announced a mandatory target for all light-duty vehicles sold in Canada to be zero-emission (i.e. EVs, hydrogen fuel cell, etc.) by 2035<sup>9</sup>.

Exhibit 7.14 shows the EV charging stations available in and around the County of Simcoe. The map displays the different levels of EV charging – Level 1, Level 2 and Level 3 – where the higher level of charging equates to a faster charging process. In view of advancements toward this technology, the need to support electric vehicles may be more pressing throughout the County, and especially for the tourist-oriented communities along Georgian Bay, where visitors could be travelling longer distances from the Greater Toronto Area and their home charging systems.

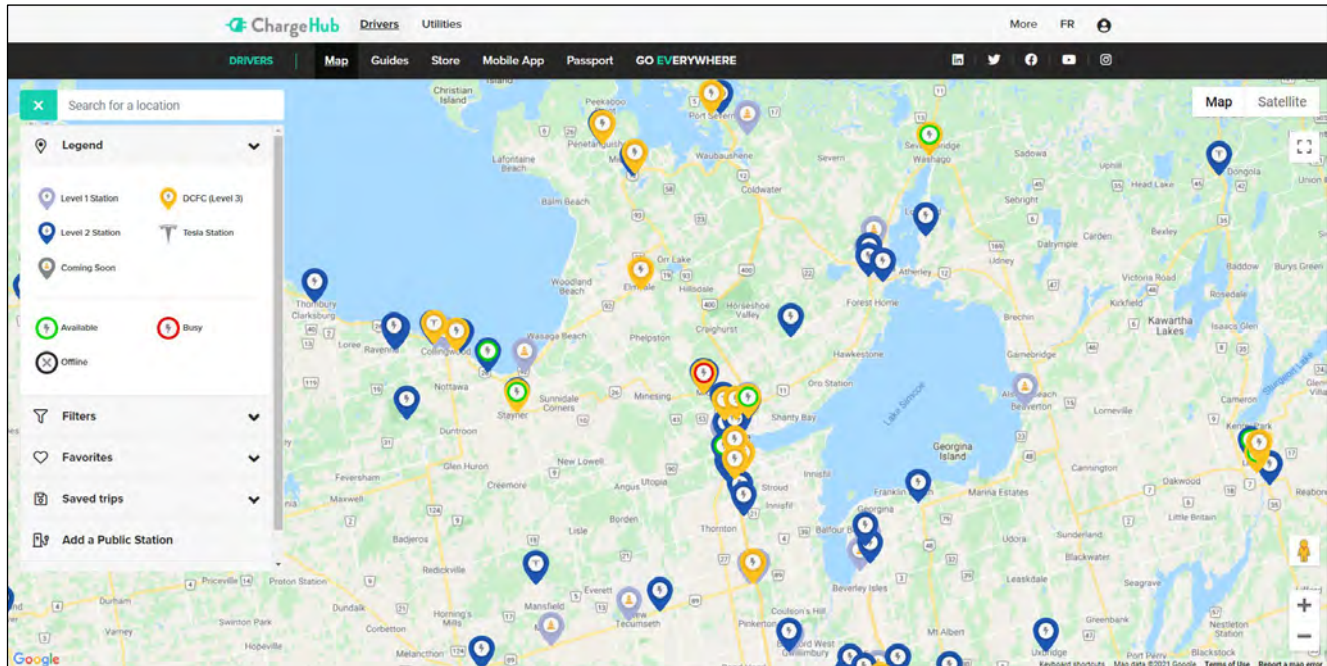
---

<sup>8</sup> “We’ll likely see a few electric vehicles on every street by the end of this decade” in *The Globe and Mail* by J. Tchir. (2020, January 1). Retrieved from <https://www.theglobeandmail.com/drive/mobility/article-well-likely-see-a-few-electric-vehicles-on-every-street-by-the-end-of/>

<sup>9</sup> “Building a green economy: Government of Canada to require 100% of car and passenger truck sales be zero-emission by 2035 in Canada” in *Transport Canada News* (2021, June 29). Retrieved from <https://www.canada.ca/en/transport-canada/news/2021/06/building-a-green-economy-government-of-canada-to-require-100-of-car-and-passenger-truck-sales-be-zero-emission-by-2035-in-canada.html>



Exhibit 7.14: Locations of Electric Vehicle Charging Stations in the County of Simcoe



Source: ChargeHub (2021)

Connected Vehicles (CV) and Automated Vehicles (AV) will also affect the County's transportation network and can lead toward the safe and efficient operation of both cars and trucks. For reference, these two technologies are defined as the following:

- AV refers to vehicles equipped with driving technology that allow the vehicle to drive itself under certain circumstances. The universal classification system developed by the Society of Automotive Engineers (SAE) categorizes different levels of automation for motor vehicles (levels 0 through 5) and is provided in Exhibit 7.15.
- CV refers to vehicles equipped with wireless communication technology that allows the vehicle to exchange information with other vehicles (V2V), roadside infrastructure (V2I) or the broader cloud of technologies (V2X).

As the MTO advances its own initiatives to facilitate two-way communication of traffic and road condition information between vehicles and infrastructure, the County should also be prepared for future advancements in technology. Drivers exiting provincial Highway 400, for example, would expect seamless connectivity to continue onto the County road network with real-time and predictive information like road condition warnings in winter and alternative route suggestions to avoid congestion.

## IBI GROUP REVISED DRAFT REPORT

### County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

Additionally, the Province announced in 2019 that vehicles equipped with higher levels of automation (SAE Level 3 technology) will be permitted on Ontario roads once they are eligible for purchase in Canada<sup>10</sup>. The Province will also allow pilot participants to test driverless automated vehicles and connected truck platoons. Truck platooning is the linking of two or more trucks in convoy using connectivity technology and automated driving support systems, with the benefits of safer, cleaner and more efficient goods movement<sup>11</sup>.

The TMP Update will identify anticipated trends and potential considerations for the County. For example, new mobility services can help people to live car free, or with fewer vehicles per household, and improve the multi-modality of the County by increasing the demand for active transportation and transit. Additionally, improved road user safety due the elimination of driver error is an expected benefit of automated vehicles, and roadway capacity improvements for controlled-access highways and arterial roads could result from both automated vehicles and connected vehicles<sup>12</sup>. The TMP Update will consider specific strategies and targeted policies to encourage the seamless integration of new transportation technologies. Recognizing that emerging technologies support existing modes, the TMP Update will consider transportation technology policies as part of the comprehensive multi-modal transportation network.

---

<sup>10</sup> "Ontario Government Supports Innovation and Growth in Automated Vehicle Industry" in *Ontario Transportation Newsroom* (2019, January 22). Retrieved from <https://news.ontario.ca/en/release/51006/ontario-government-supports-innovation-and-growth-in-automated-vehicle-industry>

<sup>11</sup> European Automobile Manufacturers Association (2017). Retrieved from [https://www.acea.auto/files/Platooning\\_roadmap.pdf](https://www.acea.auto/files/Platooning_roadmap.pdf)

<sup>12</sup> "Fully Autonomous Vehicles: Analyzing Transportation Network Performance and Operating Scenarios in the Greater Toronto Area, Canada" in *Canadian Transportation Research Forum* (2017). Retrieved from <https://uttri.utoronto.ca/files/2017/02/CTRF2017-Klooster-Final.pdf>

**IBI GROUP REVISED DRAFT REPORT**

County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

**Exhibit 7.15: Universal Classification System of Automation Levels for Motor Vehicles**

<b>Automation Level</b>	<b>Name</b>	<b>Description</b>
<b>Driver Support</b>		
Level 0	No Automation	No automated features (warning features only).
Level 1	Driver Assistance	Intelligent features add layer of safety and comfort. A human driver is required for all critical functions.
Level 2	Partial Automation	At least two automated tasks are managed by the vehicle, but the driver must remain engaged with the driving task.
<b>Automated Driving</b>		
Level 3	Conditional Automation	The vehicle becomes a co-pilot. The vehicle manages most safety-critical driving functions, but the driver must always be ready to take control of the vehicle.
Level 4	High Automation	The vehicle is capable of performing all driving functions under certain conditions. The driver may have the option to control the vehicle.
Level 5	Full Automation	Vehicle is capable of being completely driverless. Full-time automated driving in all conditions without need for a human driver.

Source: MTO, adopted from Society of Automotive Engineers (2021)

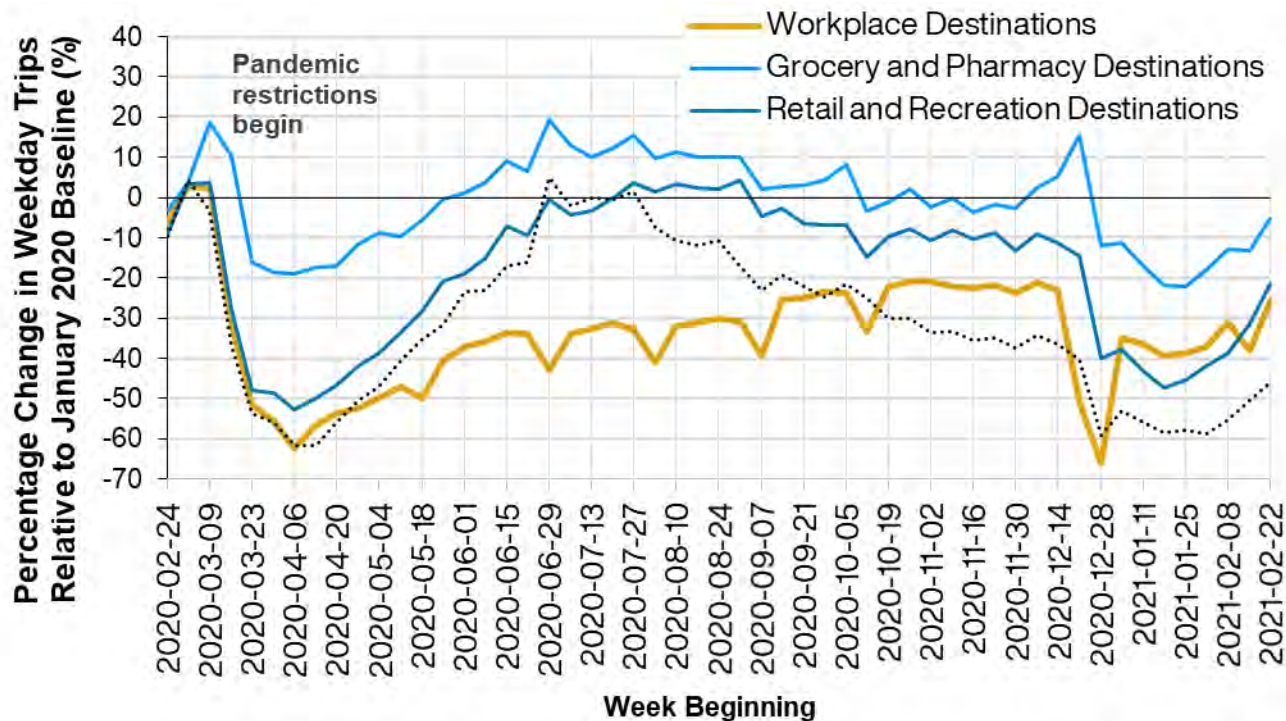
## 7.6 The Pandemic May Have Long-Term Impacts on Travel Behaviour

The COVID-19 pandemic may result in long-lasting changes to County transportation. Shifting mobility patterns as a result of increased opportunities to work from home even beyond the pandemic are important considerations the study will consider. In addition to telecommuting, the renewed value of the home, the appeal of smaller community living and housing affordability are additional factors that may impact the County of Simcoe and the operations of the transportation system. This may position travel demand away from traditional peak periods.

Exhibit 7.6 shows the relative change in weekday trips relative to a January 2020 baseline, highlighting shifting mobility patterns.

All types of trips declined between 20% to 60% below the baseline between March 9, 2020 and April 6, 2020 before rising steadily until another significant decline on December 28, 2020, coinciding with a province-wide lockdown. Grocery and pharmacy trips experienced increases over the baseline in early March 2020, between June and October 2020, and in December 2020.

Exhibit 7.16: COVID-19 Pandemic Impact on Weekday Trips in the County of Simcoe



Source: IBI Group Analysis of Google Mobility Data (2021)

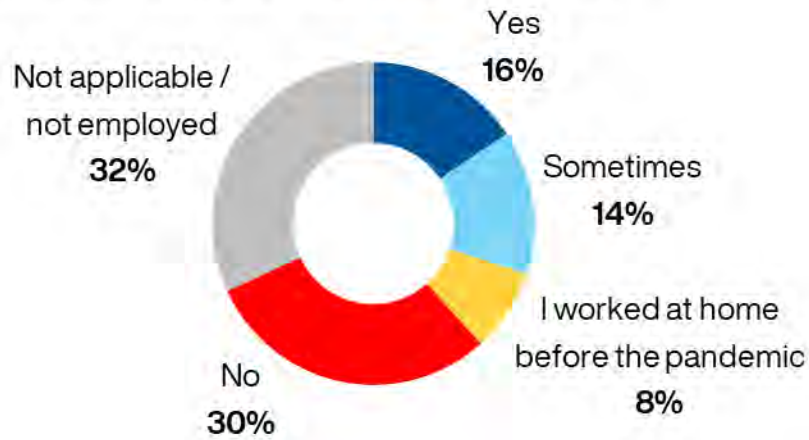


The survey asked about changes to work-from-home status as a result of the Covid-19 pandemic. Exhibit 7.17 summarizes the response indicating a significant 30% increase in work-from-home under 'sometimes' or 'yes' responses as a result of the pandemic.

While the long-term impacts of the pandemic are still unclear, the TMP Update will consider potential effects and how these effects will implicate the transportation network throughout the study.

**Exhibit 7.17: Response to Current Work-From-Home Status**

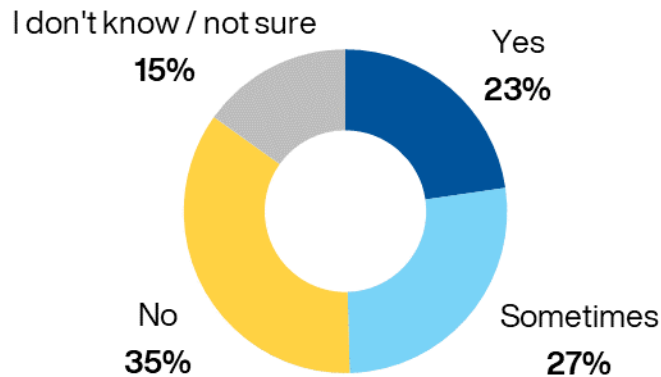
**Do you work from home as a result of the pandemic?**



Source: IBI Group, Public Opinion Survey Summary Report (2021)

**Exhibit 7.18: Response to Future Work-From-Home Status**

**If you answered yes or sometimes, do you plan to continue working from home after the pandemic?**



Source: IBI Group, Public Opinion Survey Summary Report (2021)

## 8 Current Transportation System

### 8.1 Road Network

As described in Section 2.4, the existing road network in the County of Simcoe consists of roads under provincial, County (upper-tier municipal) and local (lower-tier municipal) jurisdiction. The TMP Update focuses on developing policies and improving the operation and safety of the County road network.

The County has completed or commenced a number of road projects in recent years that had been identified in the 2008 and 2014 TMPs, for example:

- County Road 90 widening to 5 lanes, CR-10 to Barrie city limit;
- County Road 50 widening for truck climbing lane, Hwy 9 to Hwy 89;
- County Road 93 widening to 4 lanes and traffic control improvements are underway; and
- County Road 21 widen to 4 lanes, County Road 27 to County Road 39.

The current TMP in development is anticipated to confirm the need and timing for identified road projects not yet completed, some of which have Environmental Assessments underway or scheduled.

In addition to technical transportation modelling work that will be described as part of Phase 2, throughout Phase 1 of the current TMP development, extensive input was collected from the public and stakeholders regarding road connectivity and traffic operations. Both will help inform TMP needs and priorities.

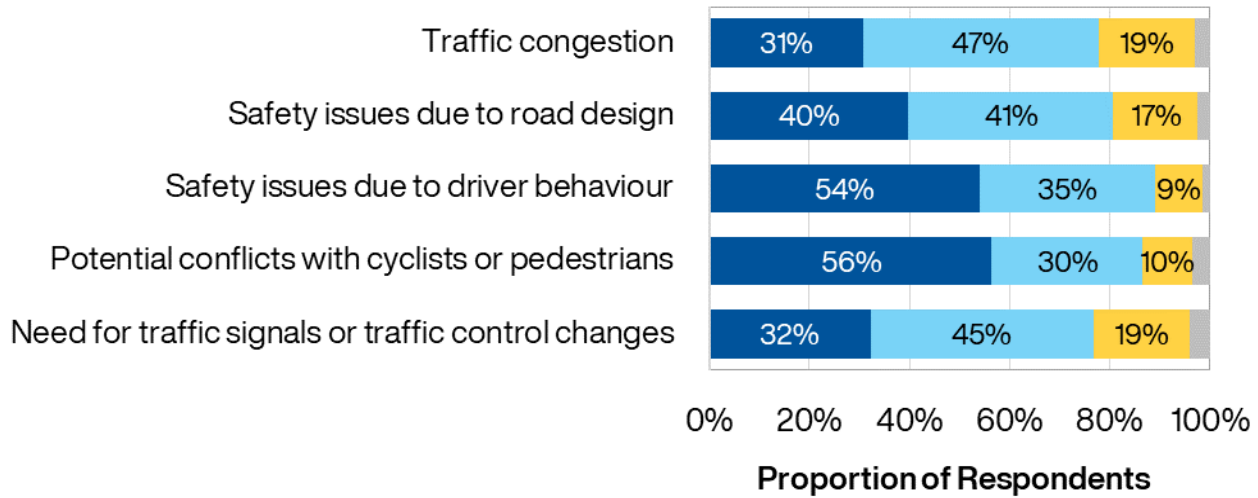
Exhibit 8.1 summarizes public levels of concern for road-related topics. Municipal and technical stakeholders also provided key themes as described in Section 5.

Building on the themes learned, the following sub-sections provide needs for road connectivity and traffic operations, traffic collisions and safety, road classification, and road rationalization.

**Exhibit 8.1: Response to Road Network Concerns**

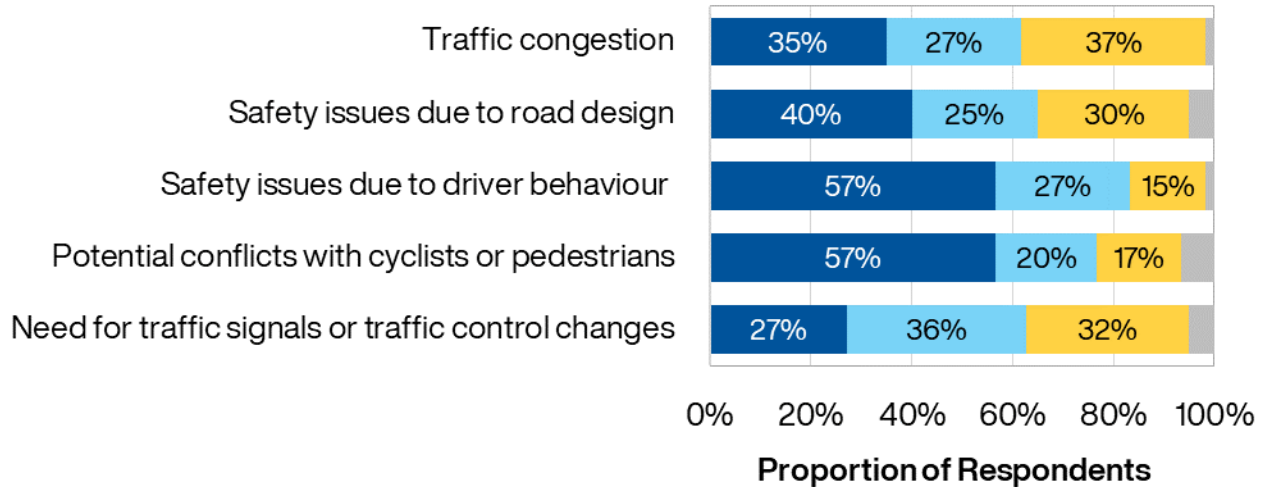
**As a vehicle driver or passenger, how concerned are you about the following potential issues on Simcoe County roads (excluding local municipal and provincial roads)?**

**A. Built-Up Area Respondents**



■ A major concern ■ Somewhat of a concern ■ Not a concern ■ I don't know / not sure

**B. Rural Setting Respondents**



■ A major concern ■ Somewhat of a concern ■ Not a concern ■ I don't know / not sure

Source: IBI Group, Public Opinion Survey Summary Report (2021)

## Road Connectivity and Traffic Operations

Stakeholders and public provided significant input on road connectivity and traffic operations concerns for the TMP to consider. Drawing from the *Public Opinion Survey Summary* report, below are selected connectivity and congestion interests:

### Connectivity:

- A Cookstown bypass is needed;
- County Road 14: Need to complete the link between Bradford and Tottenham;
- County Road 91 sale/closure has a major impact on inter-regional travel;
- The unofficial Collingwood bypass needs to be made official; and
- Consider a Wasaga bypass.

### Congestion:

- Congestion on County Road 88 and County Road 1 in south Simcoe are a concern;
- Strong need for Bradford bypass;
- Concerns about congestion and speeding in Midland; and
- Weekend congestion during tourist season.

**Road connectivity and operations** input was also collected in stakeholder and municipal consultation. Road segments identified, as summarized in the *Phase I: Engagement Summary*, included the following:

- County Road 27 at Beaver Lane – timing and need of widening need to be confirmed;
- 5th Line (currently under jurisdiction of Town of Tecumseth, to potentially be uploaded to the County) has experienced a notable increase in traffic with the new nearby connection to Highway 400;
- Main Street (Beeton) is a Connecting Link for County Road 1 and Queen Street (Tottenham) is a Connecting Link for County Road 10, potentially needing improvements or bypasses;
- Innisfil has identified projects affecting the County including Innisfil Beach Road grade separation at Metrolinx rail crossing, a future Highway 400 – 6<sup>th</sup> Line interchange, and the Cookstown by-pass by Highway 89;



## **IBI GROUP REVISED DRAFT REPORT**

### County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

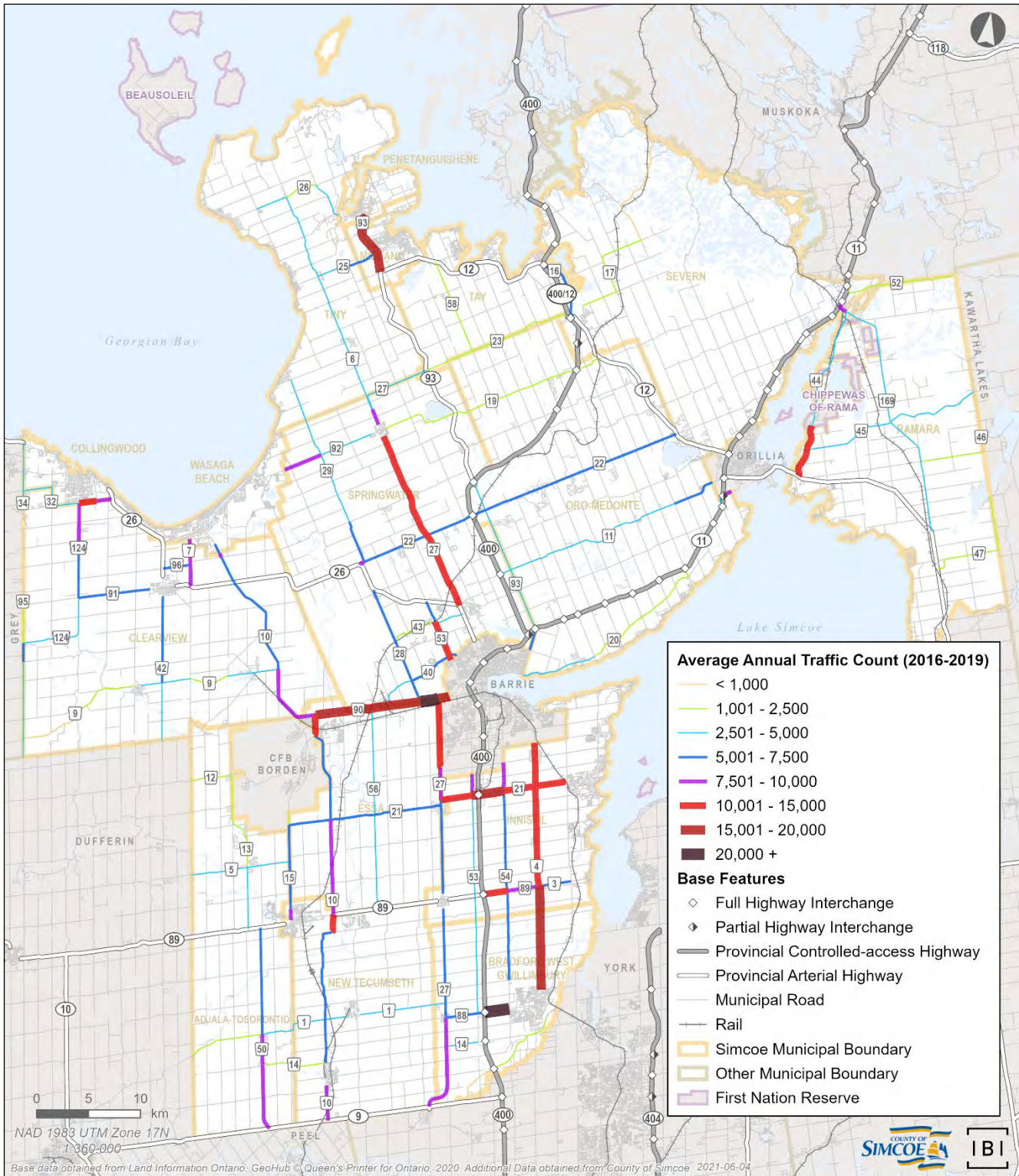
Prepared for County of Simcoe

- The County should urge the province to widen and upgrade highways per prior studies;
- Oro-Medonte's Highway 11 'Special Policy Area' should be reviewed including potential for an interchange at Highway 11 and Line 7 (with Line 7 uploading to the County);
- Concerns about truck traffic on Line 9 N and Old Barrie Road (County Road 11);
- East-west traffic concerns at west side of Clearview and along County Road 91;
- Need for a Collingwood Bypass as County Road 32 is increasingly congested;
- Cookstown bypass should be considered in the County TMP;
- Orbit development impacts on County road network;
- Shortcutting due to Highway 400 congestion or incidents on the detour routes, need for widening;
- The TMP should consider the Highway 410 and 427 extension as County Roads would support movement to and from these facilities;
- MTO's plans for reconstructing interchanges along Highway 400 should be considered with potential input to MTO on upgrade needs; and
- Seasonal traffic and weekend traffic causing major congestion in and around Barrie;

#### **Traffic Volumes**

Exhibit 8.2 shows the average annual daily traffic (AADT) counts along the County road network. This information can guide road needs assessment including access management, capacity needs including number of lanes and intersection spacing and control, road classification, and input into active transportation needs and facility-type assessment. AADT along with traffic forecasts will be explored further in Phase 2 of the TMP Update.

Exhibit 8.2: County of Simcoe Road Network and Average Annual Daily Traffic



## **Traffic Collisions and Safety**

Improving safety is a key component of the TMP Update, as articulated by the study's Vision and Goals. Needs assessment presented in this section were developed through review of collision data plus summary and review of public and stakeholder input.

### **Collision Analysis**

Understanding the types of collisions and identifying intersections and road segments with high levels of reported traffic collisions can help develop actions that improve traffic safety.

County of Simcoe collision data was reviewed for an eight-year period, 2012 to 2020, which included a total of 4,379 reported collisions on County roads (i.e. excluding provincial and local-municipal roads). These included 30 collisions with fatal injuries and 927 with non-fatal injuries, and remaining collisions involving property damage only.

Exhibit 8.3 shows the distribution of the initial impact type of reported collisions, while Exhibit 8.4 shows the location of reported collisions based on severity of collision (e.g. fatal injury, non-fatal injury). The frequency of collisions is a function of the traffic volumes at each location and other factors. A review of the impact types and locations of collisions can help identify opportunities to implement design or operational improvements along high-risk County road segments or intersections.

### **Public and Stakeholder Road Safety Concerns**

Input received from participating stakeholders identified road safety concerns at a number of locations, often with respect to the need for improved traffic control, speeding concerns, or concerns for cyclist or pedestrian safety, and identified County Roads as well as Provincial Highways and local municipal roads. The County is currently planning or constructing improvements for some of the intersections that have been addressed. A full listing of concerns is listed in the Public Opinion Survey Summary Report and Public Engagement survey summary report and will be considered in determining road network needs and priorities.



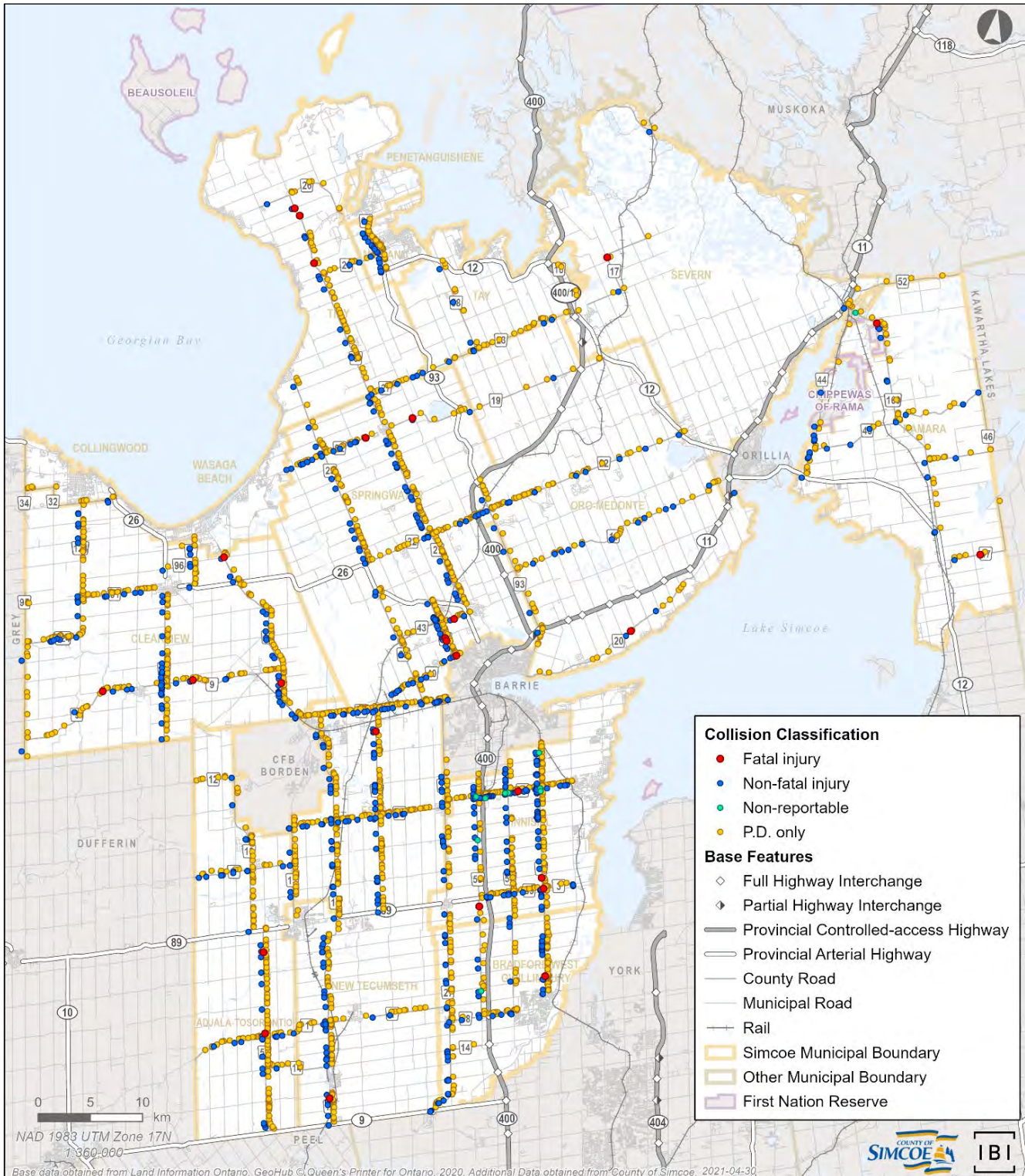
Exhibit 8.3: Locations of Reported Collisions by Impact Type on County Roads



Source: County of Simcoe (2021)



Exhibit 8.4: Locations of Reported Collisions by Severity of Collision on County Roads



Source: County of Simcoe (2021)

## Road Rationalization

As part of the 2008 TMP, road rationalization criteria were developed to evaluate different roadways for consideration for inclusion or exclusion in the County road network. The criteria were based on frameworks developed by the Ontario Good Roads Association (OGRA), the MTO, Grey County and Essex County. For reference, the OGRA road rationalization framework is based on the following tenets:

- Transfer roads that service a through traffic or regional function to the County (upload);
- Transfer roads that primarily service a local function to local municipalities (download); and
- Involve local municipalities in the decision-making process.

The framework developed for the 2008 TMP used a scoring system to weigh different roadways—those under consideration that did not meet the minimum threshold of 6 points were not considered to meet the criteria for consideration as a County road. The criteria, and associated weighting, are outlined in Exhibit 8.5.

The road rationalization criteria and scoring system was also used to develop the functional roadway categories for the County road classification, as outlined subsequently. The 2014 TMP Update included County road network recommendations. Short-term, medium-term and long-term phasing recommendations for roads to be uploaded to the County are listed in Exhibit 8.6 the locations of these changes are shown in Exhibit 8.7.

In addition to the 2014 TMP recommendations, the County Road 21 Improvements Schedule C Class EA (2015) provided a recommendation for the County to upload County Road 21 (Innisfil Beach Road) to the province to become a provincial highway. The corridor serves regional and provincial traffic between Highway 400 and Alcona.

**Exhibit 8.5: Road Rationalization Criteria, County of Simcoe (2008 TMP)**

Criteria	Weighting
Connects to Municipalities / Population Centres	Yes = 2 No = 0

**IBI GROUP REVISED DRAFT REPORT**

County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

Criteria	Weighting
Connects to a County Road in Neighbouring Jurisdiction	Yes = 1 No = 0
Connects a Provincial Highway to a Population Centre	Primary Connection = 3 Secondary Connection = 1 No Connection = 0
Average Annual Daily Traffic (AADT) Threshold	<1000 = 1 1001 to 3000 = 2 3001 to 5000 = 3 5001 to 10,000 = 4 10,001 to 15,000 = 5 >15,000 = 6
Commercial Goods Corridor	Trucks per day 100 = 1 1 to 300 = 2 301 to 500 = 3 501 to 1,000 = 4 >1,000 = 5 Plus Connection to Aggregate area = 2 Industrial area = 3
Connects Major Recreational Centre to Provincial Highway	Major Road Connection = 2 Secondary Road Connection = 1 No Connection = 0
Provides Urban Congestion Relief/By-Pass	Yes = 2 No = 0
Emergency Detour Routes	Yes = 6 No = 0

Source: County of Simcoe 2014 TMP Update

**IBI GROUP REVISED DRAFT REPORT**

County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

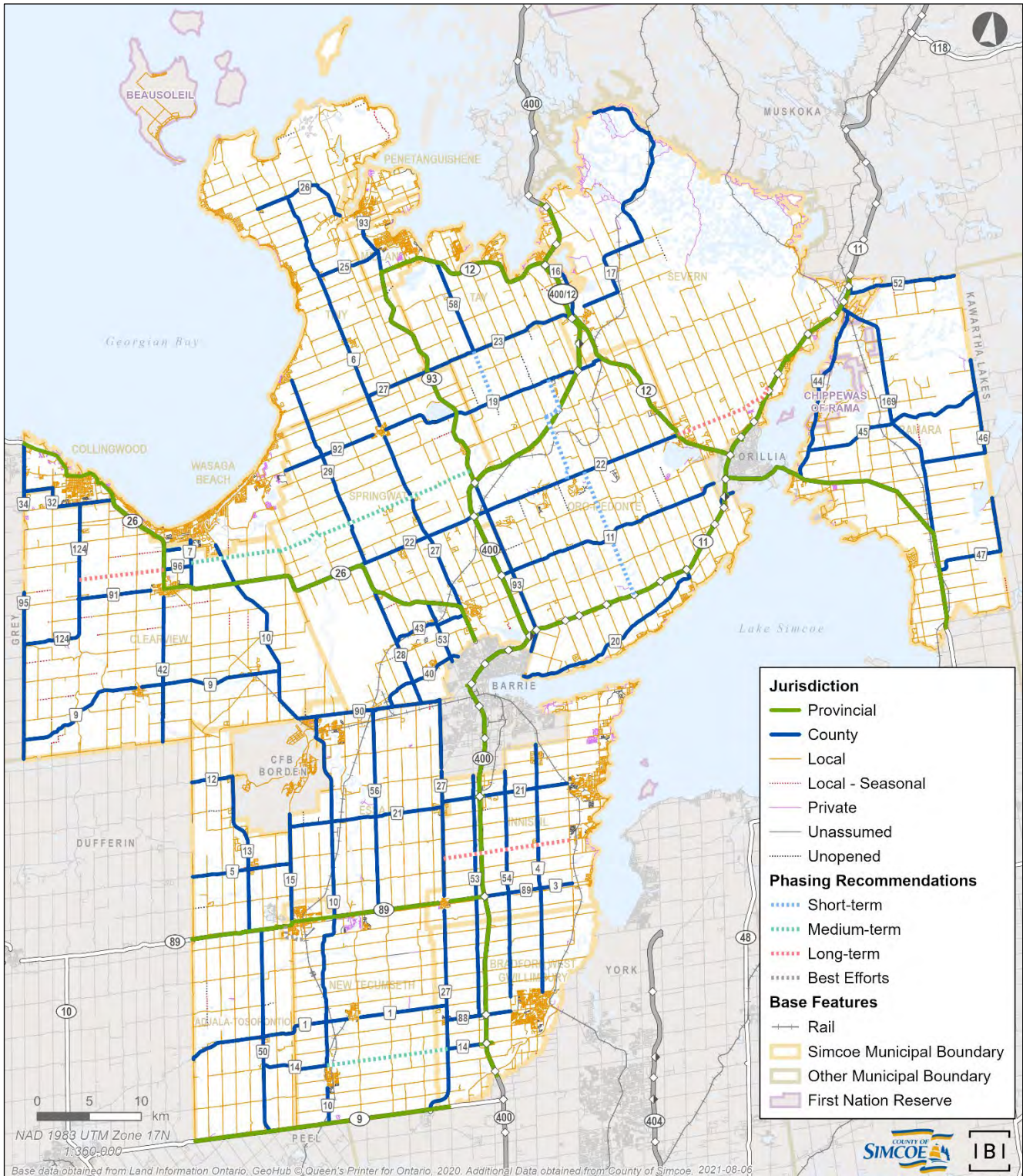
**Exhibit 8.6: List of 2014 TMP Update Road Rationalization Recommended Changes**

Road	Limits	Length (km)	Lower-Tier Municipality	2014 TMP Recommended Phasing
Line 7 North	Highway 11 to County Road 22	12.6	Oro-Medonte	Short-Term
Line 6 North	County Road 22 to Mt. St. Louis Road	6.4	Oro-Medonte	Short-Term
Mt. St. Louis Road	Line 6 North to Highway 400	1.3	Oro-Medonte	Short-Term
Line 7 North	County Road 19 to Highway 400	3.0	Oro-Medonte	Short-Term
Line 3 North	County Road 23 to County Road 19	5.2	Oro-Medonte	Short-Term
Industrial Parkway	Church Street to Highway 89	2.7	New Tecumseth	Short-Term (Best Efforts Agreement)
5 <sup>th</sup> Line	County Road 10 to Highway 400	15.4	New Tecumseth / BWG	Medium-Term
Flos Road 4	Highway 93 to Springwater-Clearview Boundary	19.7	Springwater	Medium-Term
12 Concession Sunnidale Road	Springwater-Clearview Boundary to County Road 7	8.6	Clearview	Medium-Term
4 <sup>th</sup> Line	County Road 53 to 20 <sup>th</sup> Sideroad	9.4	Innisfil	Long-Term
Nottawasaga 27/28 Sideroad	Highway 26 to County Road 124	8.2	Clearview	Long-Term
Division Road	Highway 12 to Highway 11	8.9	Severn	Long-Term

Source: County of Simcoe 2014 TMP Update



Exhibit 8.7: Locations and Phasing of Recommended County of Simcoe Road Jurisdiction Changes from 2014 TMP Update



A review of planned provincial road network changes (e.g. Highway 400-404 Link, Cookstown bypass) is important to the road rationalization process, as well as settlement area boundary expansions or development (e.g. County Road 1 in Beeton, 6th Line in Innisfil). The road rationalization framework established as part of the 2008 TMP Update continues to be used to evaluate potential road jurisdiction transfers.

Lower-tier municipal stakeholders provided several comments on road rationalization to be considered in the TMP update, as detailed in *the Phase I: Engagement Summary* report and to be considered in Phase 3 of the study.

### Road Classification

The County road network, as identified in the Official Plan, is classified into a hierarchy of arterial roads – Primary Arterial-Controlled Access, Primary Arterial and Secondary Arterial. These three functional roadway categories were developed as part of the 2014 TMP Update and were based on the road rationalization criteria developed as part of the 2008 TMP. The County’s road classification categories are presented in Exhibit 8.8. A map of the current County road classifications is provided in Exhibit 8.9.

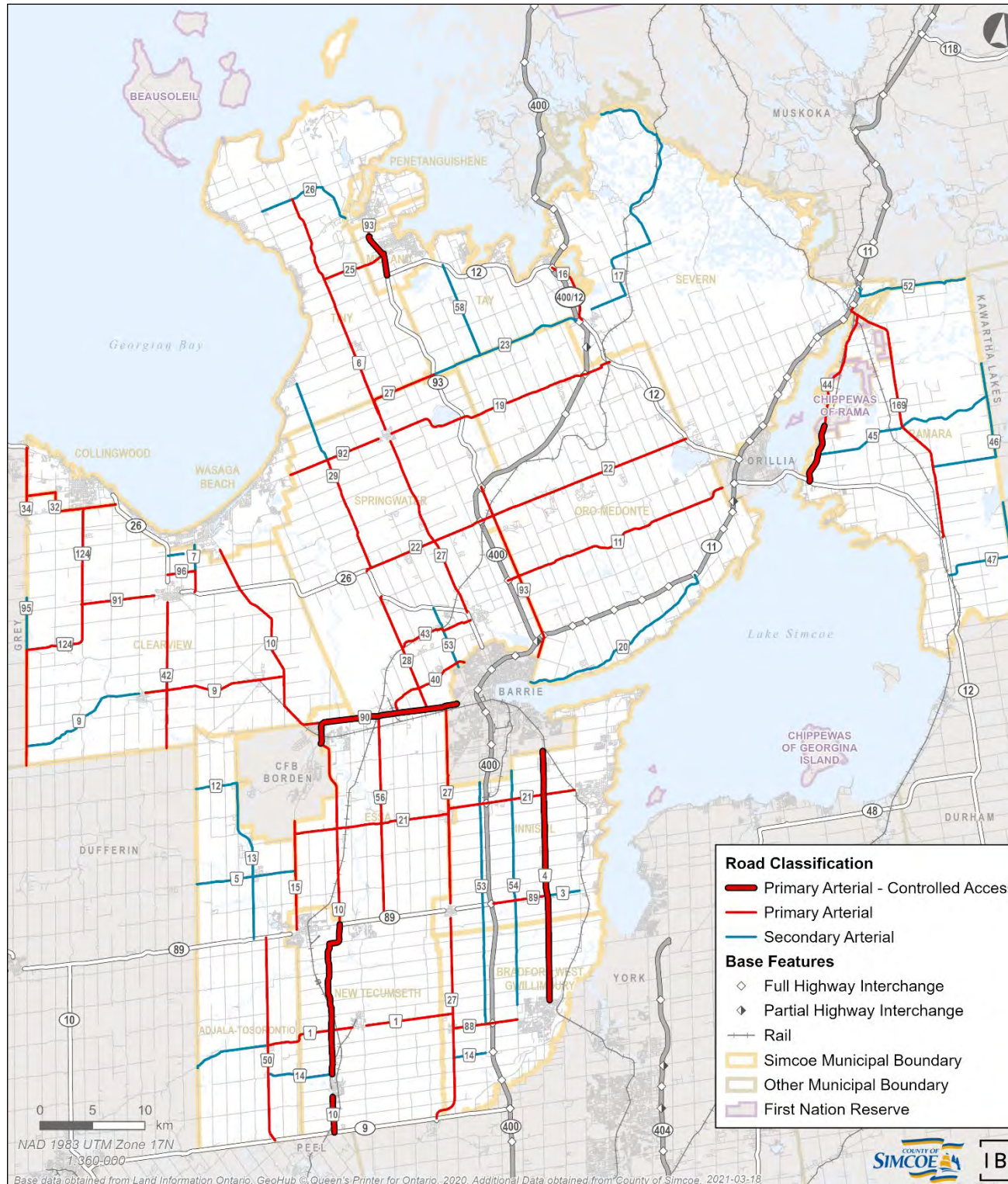
**Exhibit 8.8: County of Simcoe Functional Road Classification**

Classification	Volume	Access	Movement Function	Score
Primary Arterial – Controlled Access	Large	Strictly regulated	Connect major internal and external centres; provide for long distance people and goods movement	20+
Primary Arterial	Large	Moderate	Connect major internal and external centres; provide for long distance people and goods movement	10 to 19
Secondary Arterial	Moderate	Local properties, intersecting municipal roads and local streets	Connect internal settlements or activity centres, primary arterial roads, or settlements or activity centres with primary arterial road	6 to 9

Source: County of Simcoe 2014 TMP Update



Exhibit 8.9: County of Simcoe Official Plan Road Classification



The 2014 TMP Update recommended the functional road classifications be expanded to the following six typologies, recognizing that they should reflect both the rural and urban contexts of the County:

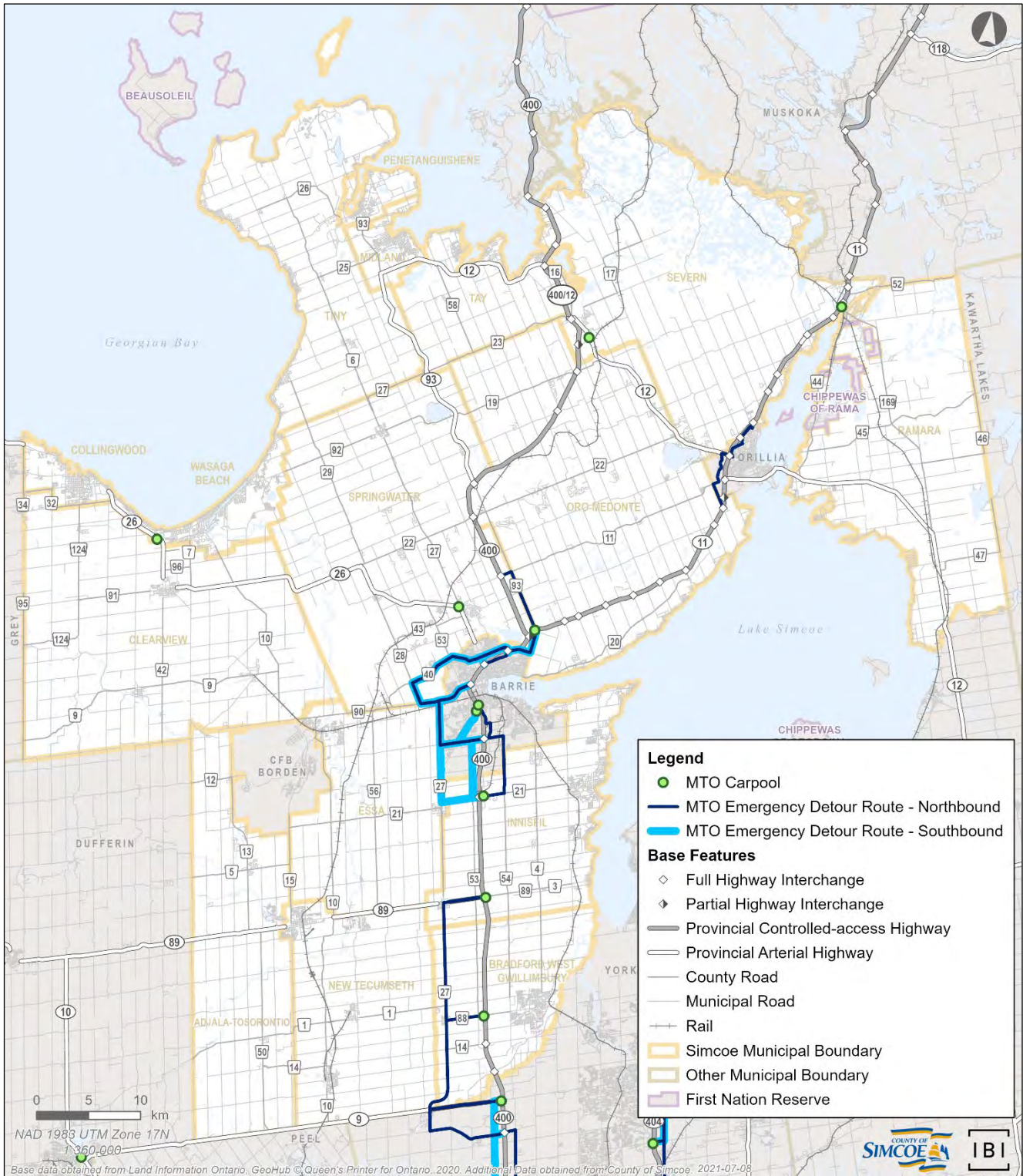
- **Rural:** High speed roadways connecting communities throughout the County;
- **Rural Settlement:** Characteristics are similar to a rural environment with localized low-density development in sections along the corridor;
- **Urban – Commercial:** Supported primarily by commercial and large format retail development;
- **Urban – Village Core:** A roadway around which a community is developed involving commercial, retail and residential;
- **Urban – Main Street:** Supported by mixed-use development with a focus on retail in urban communities; and
- **Urban – Industrial:** Primarily services industrial employments centres.

An important consideration in the classification of the road network is the intermittent use of some County roads in the event of incidents on the provincial highway network. The Province's Emergency Detour Routes (EDRs) in the County of Simcoe are shown in Exhibit 8.10, along with existing MTO carpool lots. Most EDRs within the County of Simcoe are part of the County road network or the provincial arterial highway network, with the exception of the following road segments:

- King Street South and Church Street (Connecting Link for Highway 89) in Cookstown; and
- Line 15 North (County of Simcoe-City of Orillia boundary road) between Highway 11 and County Road 11.



Exhibit 8.10: Provincial Emergency Detour Routes in the County of Simcoe



Note: Data from MTO iCorridor (2020).

## 8.2 Public Transit

There are currently numerous public transit services operating in the County of Simcoe, toward providing sustainable mobility alternative. These services can be categorized by operator type and geographic range as follows:

- Regional Transit: Services operated by the Province or as a Crown Corporation that connect between the County of Simcoe to external municipalities (e.g. GO Transit);
- County Transit: Services that connect communities and lower-tier municipalities within the County (i.e. LINX Transit); and
- Local Transit: Services that are operated by and typically within the lower-tier municipalities of the County of Simcoe (e.g. Collingwood Transit), or adjacent municipalities and First Nations reserves (e.g. Barrie Transit).

A map of the existing transit services and connections available throughout the County of Simcoe, and select neighbouring jurisdictions, is provided as Exhibit 8.11.



Exhibit 8.11: Transit Services and Connections in the County of Simcoe



Note: Routing current as of August 2021.

## Regional Transit

Regional transit refers to agencies that serve the County of Simcoe as part of broader service connections that extend outside of the County.

**GO Transit** is a public transit system and division of Metrolinx (a provincial Crown agency) and is the primary regional transit operator responsible for bus and rail service between major transit hubs in the Greater Golden Horseshoe.

GO Transit operates rail service between Union Station in Downtown Toronto to as far north as Barrie (Allandale Waterfront GO Station and Barrie South GO Station) via the Barrie Line, with a connection to the County of Simcoe one stop south at Bradford GO Station. The line links Barrie and Bradford-West Gwillimbury to destinations in York Region and Toronto. A new GO Rail station is proposed in Innisfil to serve the proposed Mobility Orbit development (further information is described in Section 7.1).

As of 2021, the Barrie Line offers only peak hour and peak direction service. Two-way hourly service is available at start southerly at Aurora GO Station, three stops south of Bradford GO.

During weekday off-peak hours, rail service is replaced by GO Bus Route 68, terminating at the Barrie Transit Terminal. The route serves destinations along the Yonge Street corridor and stops at select Highway 400 carpool lots.

Weekend service consists of five trains in each direction between Toronto and Barrie, with a stop at Bradford GO. Hourly trains in both directions to Aurora GO, where travellers can transfer to a GO bus to travel further into Simcoe and Barrie.

In August 2021, Metrolinx announced<sup>13</sup> two-way, all-day, 15-minute rail service between Toronto and Bradford West Gwillimbury would be introduced once the line is electrified as part of the ongoing GO Transit Regional Express Rail expansion project. A target date for the opening of this service was not provided, but construction on electrifying lines across GO Transit's rail network is expected to begin in 2022 or 2023<sup>14</sup>.

---

<sup>13</sup> "Metrolinx plans to bring 15-minute, two-way, all-day GO service further north on the Barrie Line to Bradford" in *Metrolinx News* (2021, August 12). Retrieved from <https://blog.metrolinx.com/2021/08/12/metrolinx-plans-to-bring-15-minute-two-way-all-day-go-service-further-north-on-the-barrie-line-to-bradford/>

<sup>14</sup> Metrolinx GO Rail Network Electrification (2020). Retrieved from <http://www.metrolinx.com/en/electrification/electric.aspx>



Additional inter-regional services include **VIA Rail**, with a stop in the community of Washago in the Township of Severn. VIA Rail provides twice-weekly service south to Toronto's Union Station and twice-weekly service north to Northern Ontario and Western Canada as part of VIA Rail's cross-country *Canadian* route. Connections at Union Station in Toronto can be made to more frequent eastbound and westbound trains along the Windsor-Quebec City corridor.

Lastly, **Ontario Northland**, an intercity bus service and Crown agency of the province, provides connections to Sudbury and North Bay from Severn (Coldwater, Ardtrea and Washago), Barrie, Orillia and the District of Muskoka (Port Severn, Kahshe Lake Road and Gravenhurst).

## County Transit

The County of Simcoe launched LINX Transit in 2018 to fulfill a lack of intercity transit availability within the County. While transit connections to external locations from several hubs within the County existed, options for inter-community travel were limited given the County's size and continued growth

LINX Transit operates six routes throughout the County. Four of the routes are oriented in a hub-and-spoke structure centered around Barrie, while Route 5, which runs across the southern part of the County and provides connections from New Tecumseth to Bradford GO Station, and Route 6 connects between Midland and Orillia. The six routes and connections with other transit services are listed:

### **Route 1 - Penetanguishene / Midland to Barrie**

- Links to Muskoka Transit Midland/Bracebridge at Huronia Mall, Midland
- Connections to Midland/Penetanguishene Transit
- Connections to LINX Transit Route 3 at Royal Victoria Hospital in Barrie
- Direct connections to Barrie Transit (but not to GO Transit)

### **Route 2 - Wasaga Beach to Barrie**

- Connections to Clearview Transit at Wasaga Beach Superstore and Clearview Administration Centre
- Connections to Wasaga Beach Transit
- Links to LINX Transit Route 4 (Wasaga Beach to Collingwood) at Wasaga Beach Superstore
- Links to Allandale Waterfront GO Station in Barrie

## **IBI GROUP REVISED DRAFT REPORT**

### County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

- Connections to Barrie Transit

#### **Route 3 - Orillia to Barrie**

- Connections to Barrie and Orillia Transit but not directly to GO Transit
- Connections to LINX Route 6 (Midland to Orillia) @ Lakehead University
- Links to Ontario Northland via Memorial at OPP Station stop.
- Connections to Muskoka Transit's Corridor 11 bus at Georgian College
- Connections with two Orillia routes at Lakehead University

#### **Route 4 - Collingwood to Wasaga Beach**

- Formerly operated by Collingwood Transit, and serves as more of a local service than other LINX transit services do
- Timed connections to Route 1 in Wasaga Beach as well as other connections to Collingwood and Wasaga Beach Transit
- Connections to Clearview Transit @ Wasaga Beach Superstore
- Connections to Grey County Transit @ Collingwood Terminal
- Connections to Blue Mountain Link @ Collingwood Terminal

#### **Route 5 - New Tecumseth to Bradford West Gwillimbury**

- Connections to GO Transit and BWG Transit
- Route introduced during the COVID-19 pandemic

#### **Route 6 - Midland to Orillia**

- Connections to Muskoka Transit Midland / Bracebridge bus in Tay Township
- Links to LINX Transit Route 3 (Barrie to Orillia)
- Timed connections with two Orillia routes at Lakehead University

Fares range from \$2.00 to \$6.00, depending on travel distance. A fare-by-distance system based on zones applies, with up to three travel zones on a given route. The fares are shown in Exhibit 8.12.

**Exhibit 8.12: LINX Transit Fares, 2021**

<b>From/To</b>	<b>Zone 1</b>	<b>Zone 2</b>	<b>Zone 3</b>
<b>Zone 1</b>	\$2.00	\$4.00	\$6.00
<b>Zone 2</b>	\$4.00	\$2.00	\$4.00
<b>Zone 3</b>	\$6.00	\$4.00	\$2.00

Customers using the reloadable LINX Card receive a 10% discount as a base from the published cash fare, while seniors and students receive a 15% discount from the published cash fare. No concession cash fares are offered. This is consistent with transit fare policies across Canada.

The County also launched LINX PLUS+, a paratransit service for people with disabilities, consistent with the requirements of the Accessibility for Ontarians with Disabilities Act (AODA).

### **Local Municipality Transit**

Conventional transit (fixed-schedules and fixed-routes) is provided in several municipalities, including:

- Barrie
- Bradford-West Gwillimbury
- Clearview
- Collingwood
- Midland/Penetanguishene
- Orillia
- Wasaga Beach

In addition, New Tecumseth and Innisfil provide on-demand transit through a partnership with Uber for certain trips and residents.

Exhibit 8.13 summarizes some key features of each agency.

Exhibit 8.13: Summary of Transit Service Available within the County of Simcoe

Type of Service	Agency	Governance and Administration	Funding Models	Operating Models	Fare Models
Region	VIA Rail	VIA Rail is a Crown Corporation responsible for the operation of passenger rail services across Canada. It operates services in most provinces. VIA is governed by a board of directors.	VIA Rail is funded with approximately 60% of its operating expenses coming from revenues, inclusive of fare and non-fare revenues. The balance of the funding comes from federal subsidies as a Crown Corporation.	Scheduled train services, twice-weekly, on The Canadian, a transcontinental train running from Toronto to Vancouver via Washago in the extreme North of Simcoe County.	Distance-based fare, pre-payment or buy at station
Region	GO Transit	GO is a division of Metrolinx, the Crown agency responsible for integrating, delivering, and expanding transit in the Greater Toronto and Hamilton Area. GO Transit operates bus and train services across the Greater Golden Horseshoe Area, including to Simcoe County. Metrolinx is governed by a board of directors.	GO Transit is funded through Metrolinx, with approximately 50% of funding provided by fare revenue in addition to provincial operating subsidies and non-fare revenue (including PRESTO licensing and commercial space rental) covering the remaining transit operations component of Metrolinx's operations.	Scheduled train services during peak commute hours and off-peak bus services offered 7 days a week, all serving destinations as far north as Barrie with connections south to the Greater Golden Horseshoe Area.	Distance-based fare, PRESTO Card
Region	Ontario Northland	Ontario Northland is a Crown agency responsible for the delivery of bus and train services to remote communities in Northern Ontario, transporting goods and passengers. It is supervised by the Provincial Minister of Transportation and is governed by 6 commissioners appointed by the Lieutenant Governor in Council.	Ontario Northland is funded through cargo revenue, passenger revenue, and provincial subsidies. Revenue sources cover approximately 60% of the operating expenses.	Offers buses on 8 routes throughout Northern Ontario with connections to destinations in the South, including Simcoe County and the GTA. 2 routes serve Simcoe County, with buses from Toronto-Barrie-Parry Sound-Sudbury and Toronto-Barrie-North Bay. Stops are in Barrie, Orillia and Washago.	Distance-based fare, online pre-purchase.



**IBI GROUP REVISED DRAFT REPORT**

County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

Type of Service	Agency	Governance and Administration	Funding Models	Operating Models	Fare Models
County	LINX	LINX and LINX Plus are managed by Simcoe County by two full-time employees and are supported by County Staff.	Transit is funded through the County and offered as a service, with less focus on cost recovery. Some contribution as well from the gas tax, though this revenue is limited due to operating a 2-tier system, loss of consolidation efforts, and making the best overall use of available infrastructure money.	LINX operates scheduled transit services on five routes in Simcoe County, with most terminating in Barrie, on weekdays from approximately 6am to 8pm.	Zone-based fare, no transfers offered.
Local	Barrie	Transit is a full-time department of the Barrie City Council and is responsible for the planning and administration of transit in the City.	Transit is funded primarily through operating revenues, the gas tax, and property taxes. Operator noted that funding for municipal transit is challenging to receive.	Scheduled services 7 days a week on 9 conventional routes, with most services every hour or better. One route operates as an express route with service every 20 minutes, serving a variety of major destinations in a loop. Additionally, there is a pilot zone of transit on demand in the South of the city, offering services every day except Sunday.	Flat Fare, \$3.25
Local	Bradford West Gwillimbury	Transit is 60% of a full-time employee at the Town of Bradford West Gwillimbury, responsible for planning and administration of transit services	Transit is funded through various governmental grants designated for growing transit in low-density, low-demand areas.	Scheduled services 6 days a week (excluding Sunday) on two routes - cross-town and around-town. A taxi-to-GO service is also offered for GO Train commuters outside of normal transit hours. Due to COVID-19, all transit is on-demand currently.	Flat Fare, \$3.00

**IBI GROUP REVISED DRAFT REPORT**

County of Simcoe Transportation Master Plan Update - Phase I: Multi-Modal Needs and OPPORTUNITIES

Prepared for County of Simcoe

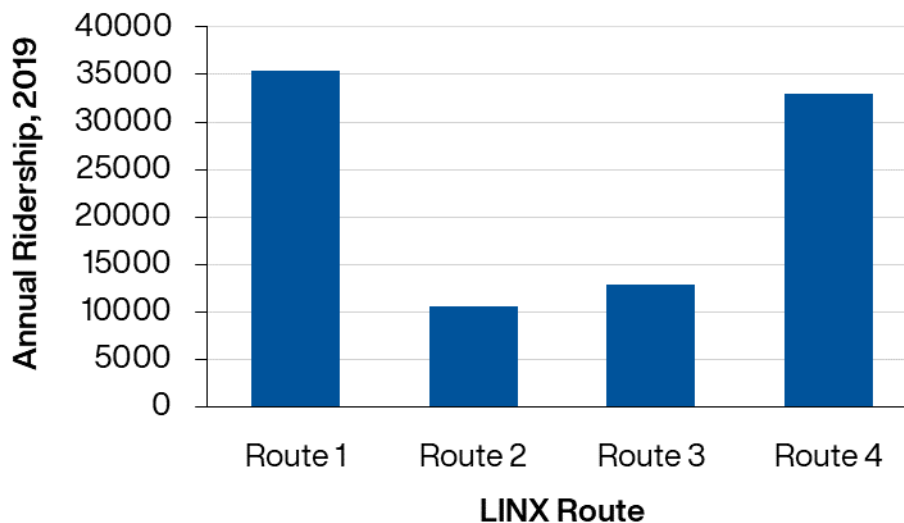
Type of Service	Agency	Governance and Administration	Funding Models	Operating Models	Fare Models
Local	Clearview	Transit is 5% of a full-time employee at the Township of Clearview, responsible for light administration tasks	Capital purchases are funded through the gas tax, and operating expenses are funded through property taxes in addition to farebox revenues	Scheduled services operating every day with two routes that both terminate at the Clearview Admin Center.	Flat Fare, \$2.00
Local	Collingwood	Transit is 40% of a full-time employee at the Town of Collingwood, whose primary job responsibility is transit coordination.	Funded primarily through municipal funding including the gas tax, property tax, and town reserve in addition to fare revenue.	Scheduled services operating every day, with four conventional routes radiating from one central transit terminal.	Flat Fare, \$2.00
Local	Innisfil	Transit is 30-50% of a full-time planner at the township.	Funded through municipal subsidies to Uber per trip.	Fully on-demand transit operated by Uber with a certain number of subsidized services per month to certain places.	Sliding Fare, \$4-\$6
Local	Midland/ Penetanguishene	Transit is 35% of a full-time employee at the Town of Midland and approximately 10% of a full-time employee at the Town of Penetanguishene, although this role is split among multiple people.	Municipally funded through taxation in addition to farebox revenue and the MTO gas tax grant	Scheduled services operating Monday to Saturday on three routes that all intersect at the midpoint between Midland and Penetanguishene.	Flat Fare, \$3.00
Local	Orillia	Transit is 30% of a full-time employee at the Town of Orillia responsible for planning and administration.	Fares, municipal taxes, and the MTO gas tax grant fund the service, although it is a tax burden and does not break even from fare revenue.	Scheduled services on five routes, offering service every half-hour on most routes. All routes terminate downtown at the opera house.	Flat Fare, \$2.70
Local	Wasaga Beach	Transit is ~15% of a full-time employee at the Town of Wasaga Beach although this is split between multiple staff members, all supervised by the Town Council	Primary revenues are through fares and taxation	Scheduled services on two routes, both terminating at the transit centre co-located with LINX. Service is offered every hour.	Flat Fare, \$2

## Performance and Trends – LINX Transit

Data was provided for LINX services by Simcoe County. Data from 2020 has not been extensively analyzed due to the exceptional circumstances of the COVID-19 pandemic, and as such, a focus on data in 2019 and prior was used. However, given the recent launch, useable ridership and performance data is limited. The data presented in this section are provided for information and to reflect the response to the launch of the transit system.

Ridership in 2019 is strongly influenced by the introduction of three routes in addition to the one existing route in August 2019. The total ridership in 2019 was 91,806 customers, but 72,062 of these customers were in August and later only, most of whom took Routes 2-4. Route 1 did not see a significant change in ridership. A breakdown of the per route ridership is included in Exhibit 8.14.

Exhibit 8.14: Ridership by Route, 2019



Source: County of Simcoe (2019)

The annual operating cost in 2019 was \$2,902,000, although an \$800,000 provincial contribution reduced the net direct cost to the municipality to \$2,102,000. The net direct operating cost per passenger was \$31.84, with fares ranging from \$2 to \$6 depending on the number of zones travelled. The municipal operation contribution *per capita* is \$13.27.

Route 4 sees the greatest ridership, although this route was pre-established and while it was only transferred to LINX in 2019, had been operating for a number of years prior under Collingwood Transit.

The route with the largest proportion of concession fares is Route 3, which is to be expected due to its inter-college route, and hence high student ridership.

Notably, from a stop-based analysis, upwards of 90% of ridership on some routes is at terminal stops. This is particularly true on Route 2 (most customers seem to travel between Barrie and Wasaga Beach, with a small number of customers using the bus in Stayner and Angus) and Route 1 (the vast majority of customers are in Midland/Penetanguishene and Barrie). With the exception of Route 4, intermediate stops are lightly used, indicating that LINX is filling the demand for longer-distance trips.

Data on operational standards and performance were not available for analysis. Further demographic-based data to understand at a micro-level who is riding the bus and why could be helpful to tailor future service expansions, especially as COVID-19 becomes less of a concern for transit ridership.

### **Transit Policy Framework**

Transit service delivery and investment in the County of Simcoe to date has primarily been guided by the previous TMP Update (2014) and the ensuing Transit Feasibility Study (2015), which resulted in the implementation of LINX transit. This TMP Update will review service delivery and investment strategies and recommend updates in order to address the needs and issues that have been identified.

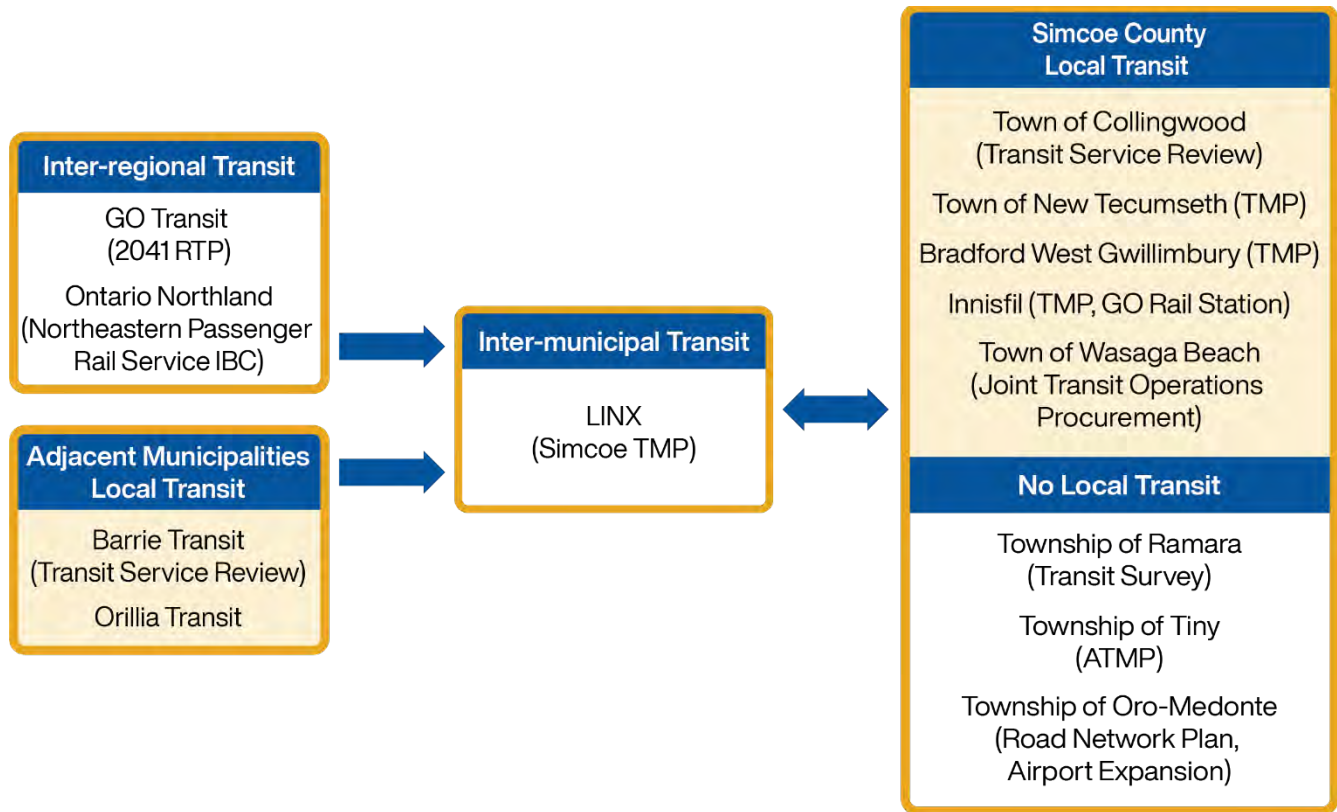
Additional guidance comes from local and regional transportation master plans and transit service plans also support and inform transit provision at local and regional scales within the County. The planning and policy context for the TMP Update is outlined in Section 3, while this section summarizes the relationship between the plans that guide transit service delivery in the County.

The transit service recommendations take the local and regional plans under consideration, with the aim of coordinating the key directions to establish a more integrated transit service in the County.

Exhibit 8.15 illustrates the relationship between ongoing transit studies and plans as they relate to the transit services provided in the County.



**Exhibit 8.15: Simcoe County Transit Policy Framework**



Separate transit service providers govern their own plans, service changes and expansion. Some transportation studies and planned investments in transit that are relevant to the County’s transit service include:

- The 2041 RTP, which includes GO plans to expand service on the Barrie line to 15 minute or better service south of Aurora, in addition to 30-minute weekday service to Barrie, and 60 minute service on the weekends. In addition, a station stop is planned for Innisfil. There is no finalized implementation date for this expansion, as a number of infrastructure upgrades need to occur first.
- The planned GO Station in Innisfil, which envisions the inter-regional multi-modal hub as the centre of a complete community featuring residential, commercial and recreational land uses.
- The Ontario Northland Northeastern Passenger Rail Service Initial Business Case, which may see the reintroduction (last operated in 2012) of rail service to northeastern Ontario, with a stop in Washago, by the mid-2020s pending infrastructural upgrades.

- The Barrie Transit Review, which will include an updated network to be integrated with the Allandale Mobility Hub and the Downtown Mini Hub. The Allandale Hub will be an inter-regional hub, adjacent to the GO Barrie Line, providing opportunities for connections between GO, Barrie Transit, and LINX.
- The Town of Collingwood Transit Service Review, which will include a five-year growth plan for the town's transit service and may include an on-demand component that can provide better access to LINX routes.
- Various TMP and ATMP updates, trail plans, and road network plans for lower-tier municipalities in the County, including in New Tecumseth, Bradford West Gwillimbury, Innisfil, Tiny, Ramara, and Oro-Medonte.

### **Issues and Needs – Municipalities and Operators**

The lower-tier municipalities and the neighbouring communities of Barrie and Orillia were surveyed to identify issues and needs related to transit to be addressed in the development of the TMP. Barrie, Orillia, and 15 of the 16 lower-tier municipalities responded to the survey. The main transit generators in most communities surveyed included medical and social services, education and employment, as well as some tourist opportunities.

Of the 15 lower-tier municipalities within the County that responded to the survey, seven currently have some form of local transit, typically consisting of fixed routes connecting residents to local destinations. Innisfil and New Tecumseth provide on-demand service, and Collingwood is in the process of exploring some on-demand service as a part of a transit service review. The Township of Essa recently discontinued its transit service to Barrie due to low demand.

Although nine of the lower-tier municipalities currently do not provide local transit service, some have LINX routes operating within their boundaries, and most expressed some desire for inter-municipal and inter-regional transit. Desire for local transit where none is currently provided was slightly more conservative, with three of the nine communities with no service expressing minimal interest in local transit.

To identify the role of the County in improving transit through the TMP, the lower-tier and adjacent municipalities that currently provide local transit were asked to provide feedback on their issues and needs. The following challenges identified through the engagement with local municipalities were:

- **Connectivity and Coordination:** Lower-tier municipalities currently provide local transit service expressed a desire for better connectivity and coordination between their services and inter-municipal and inter-regional service. One main impediment to providing better service connectivity is the current service levels offered on local and inter-municipal services. Many routes are long, with infrequent service and/or limited service spans, due to the dispersed context of County population and trip generators. As a result, travel times on transit are significantly longer than by private vehicles.

Connection of services is difficult under the current framework, as each municipality has developed schedules based on individual community needs. This poses challenges to inter-regional services when considering the timing of terminal alignments and connection points.

With respect to connections at the Barrie Transit Terminal, initial designs proposed by Barrie Transit currently only account for one platform for LINX, which would hinder LINX terminal alignment ability due to capacity limitations.

A contributing factor of terminal misalignment is LINX's direction of hourly headways in relation to GO Transit services and holding consistency with all other LINX Routes. Go Transit's schedules have experienced significant service changes throughout the pandemic, creating coordination challenges.

- **Fare Integration:** Another obstacle for providing more integrated and seamless travel in the County using transit is the lack of a common fare system. Some reciprocal fares are provided between the local and inter-municipal and inter-regional services (e.g. Barrie Transit to LINX, Orillia Transit to LINX), but this is not offered uniformly across the County. In addition, there are different fare products in use between services, even where smart cards are offered (e.g. Collingwood and LINX). As the main service connecting the different communities, the County is well positioned to take the lead on updating the fare policies to encourage better seamless travel.
- **Accessibility/Specialized:** The Accessibility for Ontarians with Disabilities Act (AODA) requires that all public services are made fully accessible by 2025. For public transit, this includes a requirement to provide specialized transit where conventional service is available, as

well as a requirement to provide accessible bus stops for conventional services.

LINX Transit currently provides fully accessible vehicles for Conventional and Specialized services. All vehicles include ramps, low floors, and can “kneel”. LINX PLUS+ service is currently available for inter-municipal specialized trips, but its service area is limited to within 400 m of an existing conventional LINX route. Some concerns the County is aware of relating to accessibility and specialized services include the following:

- Transit stops need to be updated to better serve accessibility needs, and these changes require coordination between the different jurisdictions.
- A concern is fragmentation, as most communities do not offer appropriate specialized services that can connect with LINX+, so there is a constant demand for LINX Plus requests that are unserved as they fall outside the Operating territory.
- Where service is possible, the journey maps are often inconvenient for persons with disabilities that require multiple transfers between systems
- Regionalization and strong coordination efforts between regional, local municipalities, and independent cities for Cross-Boundary Travel need to be reviewed to make significant system improvements.
- Local municipality support and funding are required when building and maintaining AODA compliant bus stop infrastructures such as stops, hubs and terminals.

For most of the lower-tier municipalities providing service, there were several challenges identified with regards to providing specialized services. Specifically, the cost and efficiency of running specialized services, as well as the challenge of serving cross-boundary trips. To make conventional transit services accessible, barriers to using the services need to be eliminated. This may require making sure buses are accessible (include ramps, low floors, can “kneel”), as well as bus stops (passenger landing pads, sidewalk connections where possible). These changes require coordination between the different jurisdictions that own the rights-of-way where buses operate, as well as capital funds to upgrade infrastructure. Capital expenses for local transit services are funded by a combination of the municipalities’ funds and federal and



provincial grant programs, such as the Public Transit Infrastructure Fund (PTIF) and the Investing in Canada Infrastructure Program (ICIP). There is an opportunity for the County to coordinate with lower-tier municipalities to coordinate stop placement along its road rights-of-way, where accessible features can be located, or amenities can be provided, and to work together to access the funding required to make sure bus services are fully accessible.

- **Operating Model:** Most of the municipalities surveyed contract their service operations to third parties, but also have internal staff resources for planning and administrative needs. This model can be more efficient as it reduces the staff resources required to operate the service. In general, most of the municipalities surveyed did not have staff dedicated to transit full-time, except for Barrie, which operates the largest local transit service in the area. Currently, the Town of Collingwood, Town of Wasaga Beach, and Town of Clearview are pursuing a joint procurement for their operations.
- **Funding Uncertainty:** Operating expenses are funded through a combination of fare revenues, municipal funds (such as property taxes), and gas tax allocations from the province. The Town of Collingwood also has an agreement in place with the Town of Blue Mountains and the Blue Mountains Resort to operate the Blue Mountains Link. The reliance on gas tax funding and fare revenues for operation costs are a challenge for municipalities, particularly following the decline in ridership from the past year. Uncertainty regarding demand for transit following the COVID-19 pandemic is a challenge for all transit systems, as it affects future funding levels. Despite the uncertainty, most municipalities surveyed said there are opportunities for growth in ridership and transit coverage through better service integration, and by exploring explore on-demand service models for harder to serve areas, or as a supplement to their existing fixed routes. The County can lead the service integration effort, particularly as it has dedicated transit staff, and operates an inter-municipal service.
- **Pilot Network Expansion:** The current LINX mandate is to provide Inter-regional transit. It is currently unable to reach all communities within each township; this responsibility falls to local municipalities to offer local services. A change would be required if LINX is to service all communities that request transit.

On-demand transit would be a desired network expansion pilot that should be considered to provide First Mile / Last Mile options in lower-density communities that may not support Conventional Transit.

## **Issues and Needs – Transit Riders**

To help identify issues and needs, a journey mapping exercise was conducted by creating personas of sample customers, representing the variety of people that use transit in Simcoe Region (Simcoe County, Barrie and Orillia). A customer-centric approach was taken, looking thoroughly at how customers use and experience transit, in order to inform recommendations considering the expense of customer, operator, and agency priorities.

The following sample journeys were investigated:

- Grandmother going from Stroud to Penetanguishene to babysit for the day (off-peak, weekday trip);
- Student in Central Barrie to Georgian College (Orillia Campus) daily;
- High school student going from Wasaga Beach to Collingwood daily;
- York University student living in Angus going to school mid-day;
- Office worker going to downtown Toronto twice a week from New Tecumseth
- College student living in Orillia, working at a marina in Penetanguishene on summer weekends;
- And, a Toronto resident living near Finch Station going to Wasaga Beach on summer weekend who would like to avoid parking.

Each journey was comprehensively investigated through a ‘virtual trip’. Each phase of the trip was reviewed, from accessing journey and fare information, travelling to the first stop, riding the bus, transferring (if applicable), and disembarking to travel to the destination. Through the several different personas, a strong focus on accessibility and equity of transit was applied.

Ultimately, the following suite of issues and needs was identified, with opportunities noted aiming at improving the transit experience and making transit a more attractive option for all sorts of customers in a region where the automobile mode share is high.

- Terminal Alignment:** Interagency connections expand the reach and accessibility of a given transit route. Riders travelling from different areas of the Simcoe Region may often need to transfer buses. A rider travelling from Collingwood to Orillia would need to take two LINX buses with a transfer in Barrie. However, the terminals are not co-located, and hence a local bus would need to be taken in between the two regional buses. This is inefficient and reduces the feasibility of transit outside of major transit corridors. The current state of transit terminals in Barrie, by agency, is shown in Exhibit 8.16.

**Exhibit 8.16: Available Services in the City of Barrie Between Agencies**

Terminal or Location	Transit Service				
	LINX	Go Train	Go Bus	Ontario Northland	Barrie Transit
Allandale Waterfront	Route 2	✓	✓		Multiple Routes
Barrie South		✓	✓		Multiple Routes
Barrie Transit Terminal			✓	✓	All Routes
Georgian College	Route 1 Route 3				Multiple Routes
Royal Victoria Hospital	Route 1 Route 3				Multiple Routes

Similar issues exist in Orillia where LINX buses connect relatively poorly to local transit services. Both are unique challenges given the governance structure of Simcoe County, where Barrie and Orillia are both single-tier municipalities merely in the same region as Simcoe County. As such, terminal alignment would require inter-governmental cooperation, but has the potential to deliver greater ridership across the region’s transit services as well as improving access for citizens living outside of the largest urban areas in the region.

The Allandale Waterfront redevelopment project occurring in Barrie now is a major step forward to delivering integrated transit service within the region. Barrie Transit’s intentions to redesign its network to include Allandale Waterfront as a second transit hub will allow better network integration. Centralizing GO Transit, Ontario Northland and LINX in one

terminal reduces the need to rely on Barrie Transit as an intermediary. It should be noted that the demand generators of Royal Victoria Regional Health Centre and Georgian College amongst other Barrie stops on the LINX network can and should be retained to avoid forcing all customers to connect through Allandale Waterfront, but providing more connection opportunities between agencies would vastly ease some of the sample journeys, especially those from Northern to Southern and Eastern to Western Simcoe.

A key focus on wayfinding and signage to ensure that passengers – even those who are first time riders or have accessibility considerations – can find and use LINX transit easily at a larger terminal with multiple agencies, is essential. The Metrolinx Mobility Hub Guidelines<sup>15</sup> provide an excellent framework for considering station design and accessibility at transit terminals.

- **Fare Media Integration:** Presently, a smartcard system is available on most agencies within the County region. However, even with similar technology, the fare media are not cross-compatible and hence passengers often have to pay multiple fares. While local transit fares are subsidized when the customer connects to a LINX service, this does not apply to Barrie or Orillia fares, which account for a significant component of transfers. Additionally, no transfers are provided with GO services, which could be especially limiting for ridership on routes in Southern Simcoe which otherwise might see increased ridership with better integration to GO services from Bradford West Gwillimbury. Overall, the fare system for taking a multi agency trip is somewhat unclear, and it is not particularly well publicized.

Integration of fare media onto one smartcard, especially for Simcoe County agencies, would be beneficial for customers in order to allow customers to not worry about exact cash fares and instead carry one smartcard that is useable across all agencies, even if different fare products are required for each agency, similar to the use of PRESTO across agencies in the Greater Toronto and Hamilton Area. The high

---

<sup>15</sup> Mobility Hub Guidelines for the Greater Toronto and Hamilton Area (Metrolinx, 2011). Retrieved from [http://www.metrolinx.com/en/docs/pdf/board\\_agenda/20110218/MobilityHubGuidelines\\_optimized.pdf](http://www.metrolinx.com/en/docs/pdf/board_agenda/20110218/MobilityHubGuidelines_optimized.pdf)



usage of cash fares on most routes indicates that many customers are unaware of or do not find a smartcard convenient for their travel.

Since some customers identified in the journey mapping exercise may not have had access to a smartcard, passes and cash fares should be retained to allow customers who do not have the ability to use a smartcard to access transit.

- **Pedestrian Accessibility:** Many LINX stops are at facilities that are poorly accessible by pedestrians, especially those with mobility limitations and/or accessibility considerations. Of particular concern were stops in Angus, Penetanguishene and Wasaga Beach, where some locations were lacking sidewalks to access the stop or were in major parking lots where a high pedestrian-vehicle conflict risk exists. There is an opportunity to better integrate the stops into their locations while providing a sense better of placemaking. Clear pedestrian routes to and from the stops, especially for those that are in places that are not particularly pedestrian friendly like large parking lots, would improve the sense of safety and access.

Given that a majority of the transit ridership in Simcoe County is made up of customers who do not have access to an automobile, designing transit to be as accessible as possible by local transit, on foot, and by bike should always be at the forefront of consideration. A lack of benches or shelters, even at some major destinations, was noted. This deficiency reduces accessibility for customers who have limited mobility, and again, those with limited mobility and/or access considerations are disproportionately represented in transit ridership. While locations with low ridership shouldn't receive disproportionate investment, a level of service guideline for access considerations would be beneficial to implement, with universal requirements for all stops, regardless of ridership.

Some specific locations that the journey mapping identified as in need of improvement include:

- Angus – needs sidewalks
- Midhurst (St. Vincent/Cedar Creek) – needs sidewalks
- Midland (Huron Mall) – needs sidewalk connectivity beyond mall
- Penetanguishene – lack of curb cuts
- Wasaga Beach – large parking lot with poor pedestrian access

Conversely, larger demand generators such as Royal Victoria Hospital, Georgian College and transit hubs such as Collingwood Transit Centre or Barrie's Main Station offer a much higher level of accessibility, with benches, lighting, and wayfinding signage. Standardization across the network would be beneficial for customers to know what to expect on their journey.

- **Bicycle Amenities at Stops:** Given the transit demographic at the moment in Simcoe County, adding opportunities to connect County-level transit with active transportation would drive an increase in ridership, and an increase in accessibility. Potential demographics that would see expanded transit usage upon better integration with cycling facilities include the youth and student age groups – which already make up a significant portion of ridership. Steps that are as simple as providing bike storage facilities – such as a bike rack – at busier stops, considering bicycle accessibility to the stop (how large is the road, traffic volumes, curb cuts, etc.), and publicizing opportunities to take your bike on transit could open up transit ridership to an age demographic that has lower car ownership than older adults. Outreach and marketing in secondary schools and on campuses regarding the ability to use transit in conjunction with biking – either through leaving your bike at a bike rack or bringing it on the bus – would increase the visibility of LINX service as a viable option for transportation for this demographic.
- **GO Integration:** GO trains travel as far as north as Barrie, serving 3 stations in the Simcoe Region, and are complemented by GO bus services outside of peak hours that travel along key corridors like Yonge Street and Highway 400. Simcoe County has a significant commuter population that travels to the Greater Toronto Area daily for employment, but this is a demographic that is not well represented in transit ridership, and primarily chooses to journey by private automobile either to a GO terminus or to the entire distance to their destination in the GTA. Providing effective, desirable transit service for South Simcoe County commuters to Bradford GO by integrating schedules and exploring integrating fare payments would give customers another journey option in lieu of private automobile. Route 5 already provide some connections across the Southern part of Simcoe County but does not connect well to GO train schedules – for example, the shortest weekday connection is 23

minutes in between the arrival of Line 5 at Bradford GO and the departure to the GTA.

- **Hours/Days of Service:** A key feature of the journey mapping process was the early end to most LINX services, especially considering inbound connections. A deficiency noted for students is the lack of evening services – for example, the last trip from Barrie to Orillia leaves at 6:00 p.m. (extended from 5:00 p.m. as of September 7, 2021) from Barrie’s Georgian College Campus, leaving students with night classes or any evening engagements on campus without the option to take transit home. Likewise, an early end to service on Route 5 impedes connections for commuters and especially shift and service workers, with the last departure from Bradford GO station leaving at 5:20 p.m. Identifying routes with high anticipated demand in the evenings, and piloting service on them, would allow collection of real data on the feasibility of expanded service hours. Comparison to the performance on Route 4, which offers service until 8:30 p.m., would provide a feasibility metric.
- **Through-Routing to Wasaga Beach/Collingwood:** For customers travelling to Collingwood, no direct service is offered. While connections between Route 2 and Route 4 are well timed, customers would not necessarily see the journey as direct, and hence may be disincentivized from choosing LINX. Exploring offering direct service on Route 2/4 with buses through-routed from Barrie to Collingwood via Wasaga Beach would reduce the system complexity for customers and make it more obvious that the services connect. Local service between Wasaga Beach and Collingwood could be retained on the direct route.
- **Fare System Simplification:** Publishing one fare schedule incorporating Zone 1, 2, and 3 would simplify the customer journey planning experience. Presently, fares are published with named zones, but a more straightforward way to do this would be to publish a fare matrix similar to Exhibit 8.12 and publish all fare information based on this on the website. Clear signage on each stop indicating which zone it is in and quoting fares in terms of the number of zones travelled, improves usability. Additionally, offering transfer tickets to customers travelling to connect to another LINX bus would simplify the fare structure – even if more zones must be added, for example.

- **Pilot Network Expansion:** Where there is a desire to introduce service to communities currently unserved by transit, such as Port McNicoll or Ramara, consider introducing limited service during peak hours for that community's needs to explore the feasibility of transit without committing full resources to the service. Ensure that any new service introduction is accompanied by marketing in a manner that appropriately reaches the targeted demographic.
- **Web Experience:** Streamlining the browsing experience of finding route and transfer information has several opportunities for improvement. A greater focus on connectivity, with very clear indications where services connect to other agencies, including links to more information about these connecting services, would allow LINX to serve the entire transit experience, rather than requiring customers to visit several different websites to plan their journey. Additionally, offering a journey planning link on the home page to Google Maps could allow residents to easily plan their journey without looking through the detailed schedules.

## 8.3 Active Transportation

Active transportation (AT) can be defined any human-powered travel such as walking and cycling, as well as travel through the use of mobility aids. Most active transportation within the County occurs within the settlement areas, which allow for more walking and cycling due to higher densities and closer proximities of trip origins and destinations.

Local area municipalities are responsible for providing sidewalks alongside either local roads or County roads. They are also responsible for cycling facilities along local roads.

The County's focus and responsibility as the upper-tier municipality is to provide longer-distance connections between settlement areas along County roads, as well as managing the County's trail network.

Currently, much of the cycling that occurs on County roads or other rural roads is touring or recreational cycling. The TMP endeavors to support this important activity, while also emphasizing the need to adapt the network to further encourage cycling as a form of utilitarian transportation.

As the existing sidewalk networks are located entirely within the settlement areas of the various lower-tier municipalities, they are not within the scope of the current



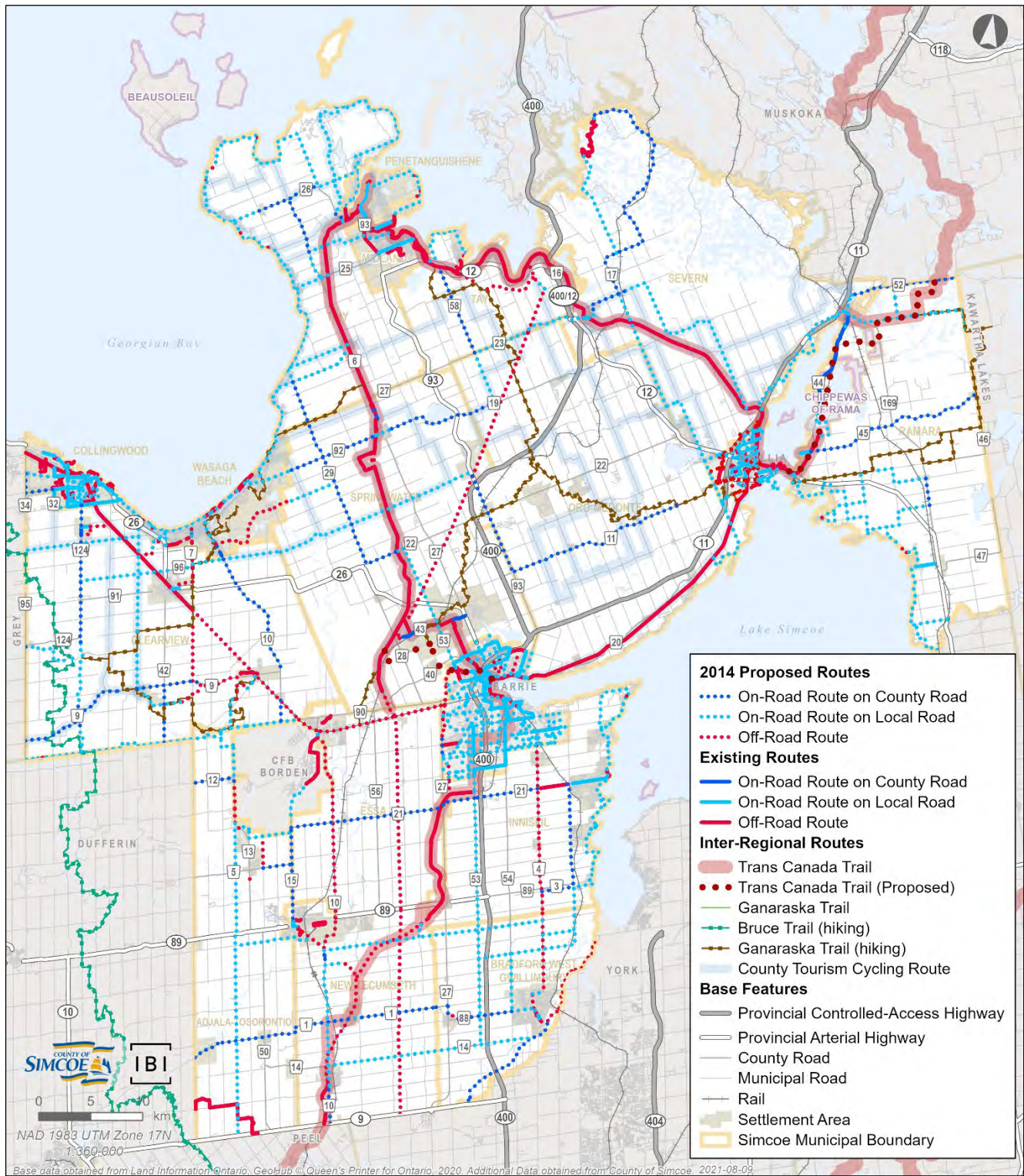
TMP Update, which is being conducted at the County level. Considerations for walking will be made alongside trail and cycling facilities (e.g. shared paved shoulders) where appropriate. Additionally, sidewalk strategies will be explored through policies and other means in later stages of the study. As such, the remainder of this section focuses on the existing and future cycling network.

### **Existing and Planned Cycling Network**

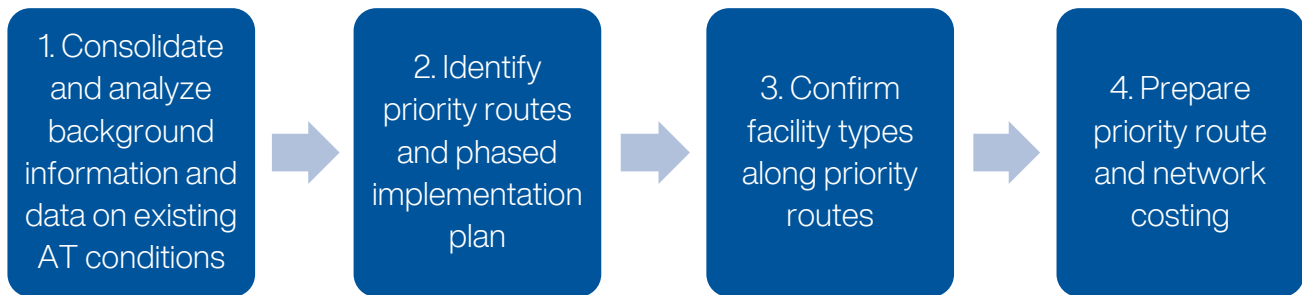
The existing cycling network in Simcoe is comprised of off-road trails and on-street routes on both County and local roads, as well as cycling tourism routes. These are shown in Exhibit 8.17. Additionally, the 2014 TMP Update established a cycling and trails network concept as the baseline for network expansion. Exhibit 8.17 also includes the proposed routes from the 2014 TMP Update that have not yet been constructed. Together, this forms the starting point for the current TMP Update.

Building on the work-to-date, the next step for the current TMP Update is to identify, prioritize, and refine the proposed network concept. The process to do so is shown in Exhibit 8.18. The first step involved reviewing background data to better understand gaps in the AT network. Identification of priority routes and opportunities to bundle routes with road projects will be completed under Phase III.

Exhibit 8.17: Existing and Proposed (2014 TMP Update) Active Transportation Network in Simcoe County



**Exhibit 8.18: Active Transportation Network Development Process**



### **Current Recreational Cycling Demand**

Strava GPS data was used to identify the distribution of cycling trips along corridor segments that had high cyclist demand for Strava users. In total, 150,000 cycling trips were recorded in the County in 2020, with over 95% of recorded cycling trips for recreational purposes and the remaining trips being for commuting purposes. Exhibit 8.19 shows the number of recorded cycling trips in the County in 2020. Heavy cyclist demand can be observed along popular trails in the County, including the Oro-Medonte Rail Trail, Tay Shore Trail, and cycling tourism corridors on local and County Roads in the Collingwood area. Moderate to high demands can be seen on the Trans Canada Trail, and along local roads near Innisfil, Bradford West Gwillimbury, Oro-Medonte, and Midland/Penetanguishene.

### **Issues and Needs**

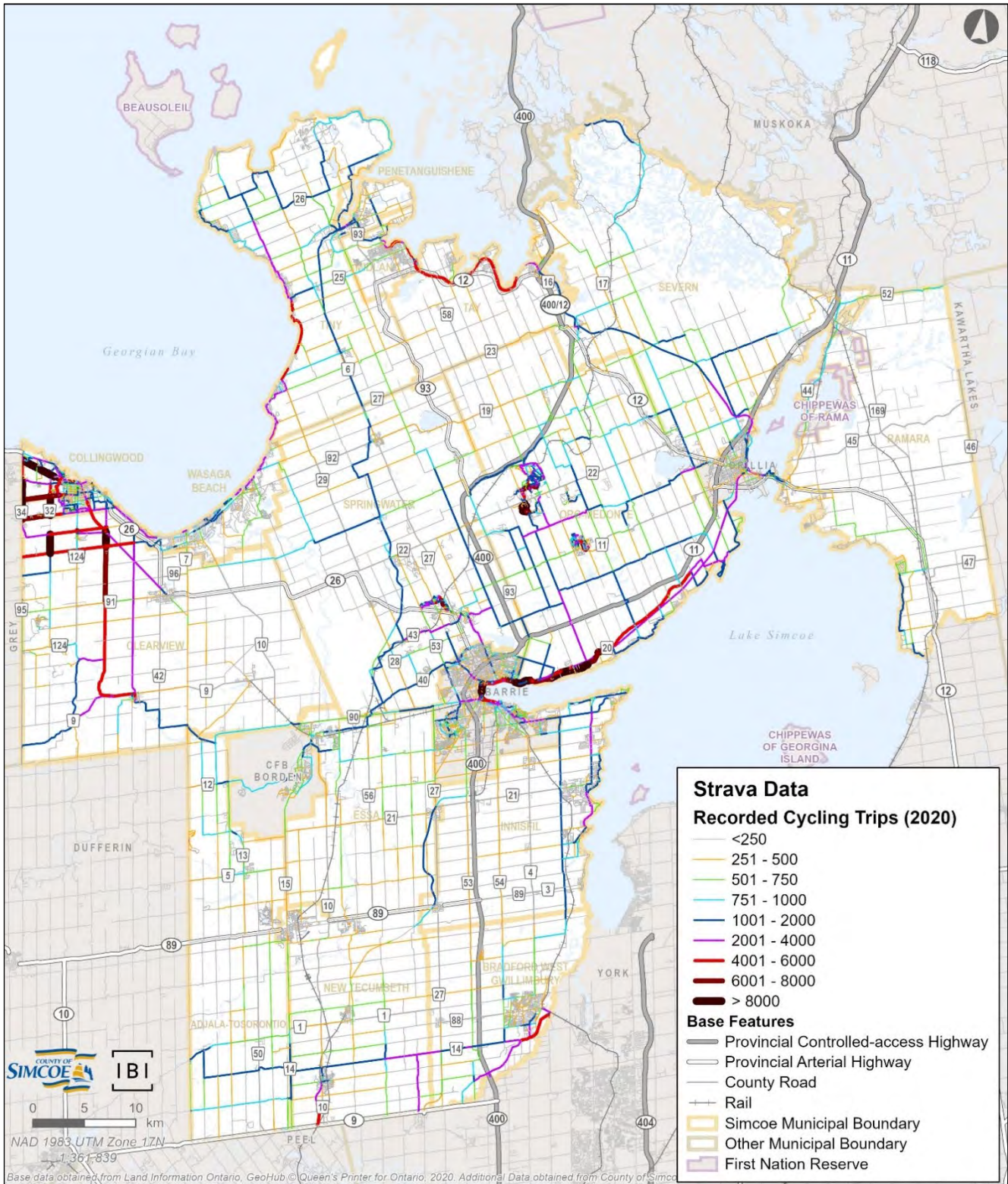
Though the County has several prominent trails connecting various communities, its on-road cycling facilities are lacking. Appropriate cycling treatments along County roads can vary from signed (shared) cycling routes to paved shoulders and to fully-separated parallel trails.

The TMP aims to develop strategies to better accommodate walking and cycling, improve safety and better connect communities in the County. Enhancing safe active transportation options and bridging connections between travel modes is important to developing a multi-modal transportation system.

The County's issues and needs relating to active transportation were identified through technical analysis, input from the public and stakeholders and through direction from County and local municipality staff.



Exhibit 8.19: Locations of Cycling Trips Recorded in Strava, 2020



Source: IBI Group analysis of Strava data (2020)



Feedback was collected from stakeholders and the public on active transportation improvements and concerns through various engagement activities such as the online survey, PIC, and stakeholder meetings.

Comments from stakeholders are summarized below:

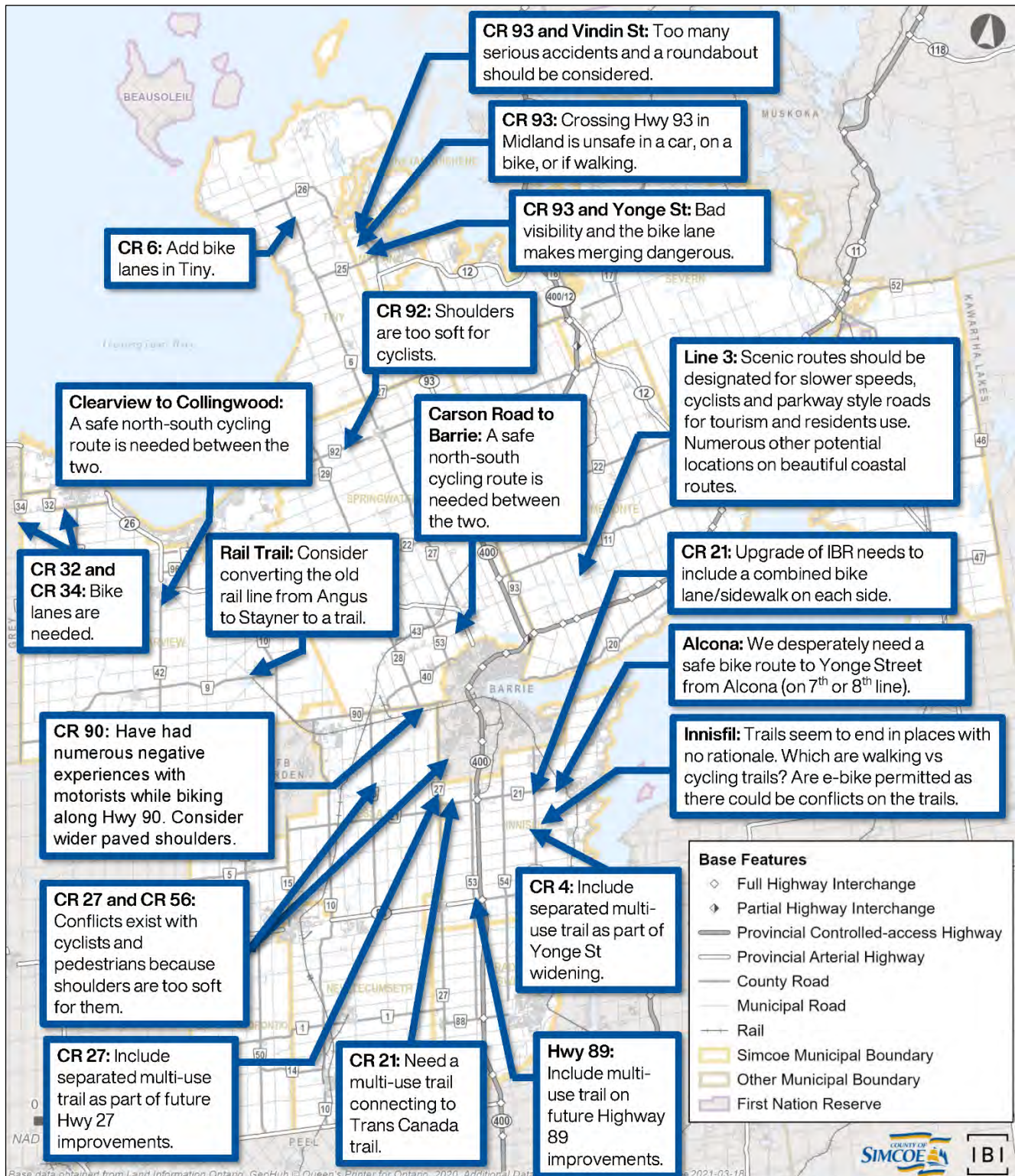
- The County and local municipalities can collaborate to implement active transportation infrastructure on planning road improvement projects such as the resurfacing project on Balm Beach Road between County Road 93 and Wilson Road (Town of Midland).
- Rather than paving cycling lanes on County roads, work with local municipalities to pave existing or proposed trails outside the road right-of-way (Township of Oro-Medonte).
- All future expansions and improvements of County roads should include provisions for multi-use trails or designated bike lanes (Town of Innisfil).
- Consider active transportation infrastructure on County bridges during maintenance upgrades. An example includes the rehabilitation of Ackerman Bridge and potentially widening for active transportation (Town of Wasaga).

Select public input received as part of Public Information Centre 1 is summarized in Exhibit 8.20.

In addition to the comments displayed in Exhibit 8.20, input received from members of the public demonstrated strong support for new, improved and connected active transportation infrastructure that encourages the safe and comfortable movement of cyclists and pedestrians. Important themes about active transportation identified from the public opinion survey conducted as part of Public Information Centre 1 can be summarized as follows:

- The safety and comfort of active transportation users is important and can be addressed through providing increased separation of motorized vs. non-motorized modes, noting that proximity to cars and trucks is a major factor to active transportation uptake (especially true for heavy trucks on cycling routes in rural settings). This can be achieved through:
  - Developing physically separated bike lanes or paved shoulders to improve bike user safety and to encourage cycling;

Exhibit 8.20: Summary of Public Input Received about Active Transportation Needs



- Filling in sidewalk gaps to improve pedestrian safety and encourage walking, with or without mobility aids, noting that sidewalks are especially lacking in rural settings; etc.
- It is important that safe bike routes and cycling facilities are available where needed to serve the desired connections between communities.
- Improving connections between walking / cycling and other transportation modes can also increase their use (e.g. allowing bicycles on buses and having transit routes to hiking trails).
- Note that those with mobility devices have additional challenges – for example, the regular cracks in sidewalk panels can cause pain and discomfort for those in wheelchairs or mobility scooters, and these may look to paths on smoother surfaces such as bike lanes instead.

There is a need for and demand for more cycling infrastructure across the County. Given the traffic levels on County roads, this is likely to mean that more separated paths and paved shoulders are needed. There is a need to improve safety for cyclists and pedestrians along County roads, while promoting active transportation as a viable solution to inter-community travel.

## Opportunities and Preliminary Analysis

There are several preliminary opportunities that have been identified as solutions to the needs and issues identified above. These represent, broadly, the direction of the next steps in the TMP with respect to active transportation.

- **Route Prioritization:** Identification of priority routes and opportunities to bundle routes with road projects is an important step. Routes with the highest potential impacts should be identified for priority implementation. Additionally, identifying opportunities to bundle projects with larger road or other infrastructure projects can achieve economies of scale, reducing the overall financial burden on the County for necessary infrastructure.

The following priority considerations were identified and will be used when identifying gaps in the AT network and establishing a baseline framework for route prioritization:

- Potential primary connections between rural hamlets and settlement areas (5 km cycling routes);
- Major cycling tourism routes;

- Areas and routes with high pedestrian and cyclist demand (based on Strava GPS data and TTS data)
  - Key areas of improvement based on feedback from public and stakeholder feedback; and
  - Railway corridors identified through the County Trails Strategy.
- **Major Trail “Spines”:** A network of major trail “spines” is identified in Exhibit 8.21 with the purpose of connecting the major urban areas within the County, and also to connect Simcoe County to the Greater Toronto Area via the Trans Canada Trail. The trail “spine” network is comprised primarily of trafficked cycling tourism routes based on Strava data, such as the Trans Canada Trail, Ore-Medonte Rail Trail, and Clearview-Collingwood Rail Trail.
  - **Connections Between Hamlets and Settlement Areas:** Connectivity between settlement areas is important to enable those who live and work in rural communities to access employment destinations and local amenities. A “hub and spoke” system was used to identify connections identified between urban “hubs” and rural hamlets (focused on 5 kilometer cyclable distances), which make up the “spokes”. This system allows those living in rural communities to easily access destinations in the urban areas closest to them. Exhibit 8.22 shows potential “hub and spoke” connections between the rural hamlets and urban centres of Barrie, Innisfil, Orillia, Midland.
  - **Segments Along Major Cycling Tourism Routes:** Major cycling tourism routes are known to generate a significant number of cycling trips in the County. Connectivity along major tourism routes will improve usability and encourage further demand. As such, segments that are part of major cycling tourism routes but also serve a transportation function of connecting people to destinations were identified and given consideration as a priority project. The locations of cycling routes currently popular among cyclists were identified through analysis of Strava data shown previously in Exhibit 8.19.

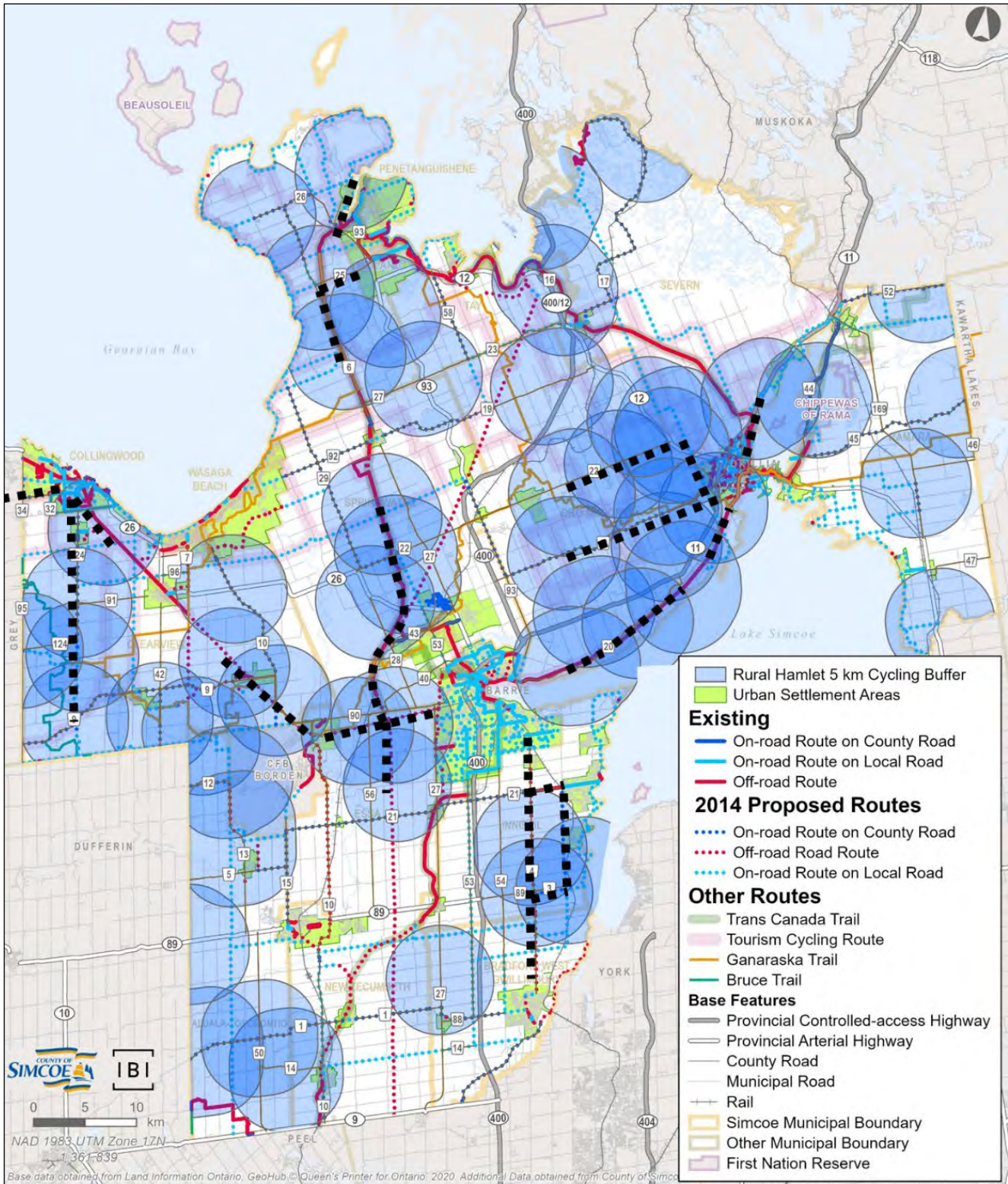


Exhibit 8.21: Major Active Transportation Trail “Spines”





Exhibit 8.22: Potential Active Transportation Connections between Hamlets and Hubs



## 8.4 Commercial Vehicles

Commercial vehicles (e.g. medium and heavy trucks) are responsible for the movement of the majority of the goods shipped to, from, within and through the County of Simcoe each day. Major goods movement generators in the County include industrial sites such as the Honda of Canada Manufacturing plant, as well as other industrial activities such as agriculture and aggregate resource extraction.

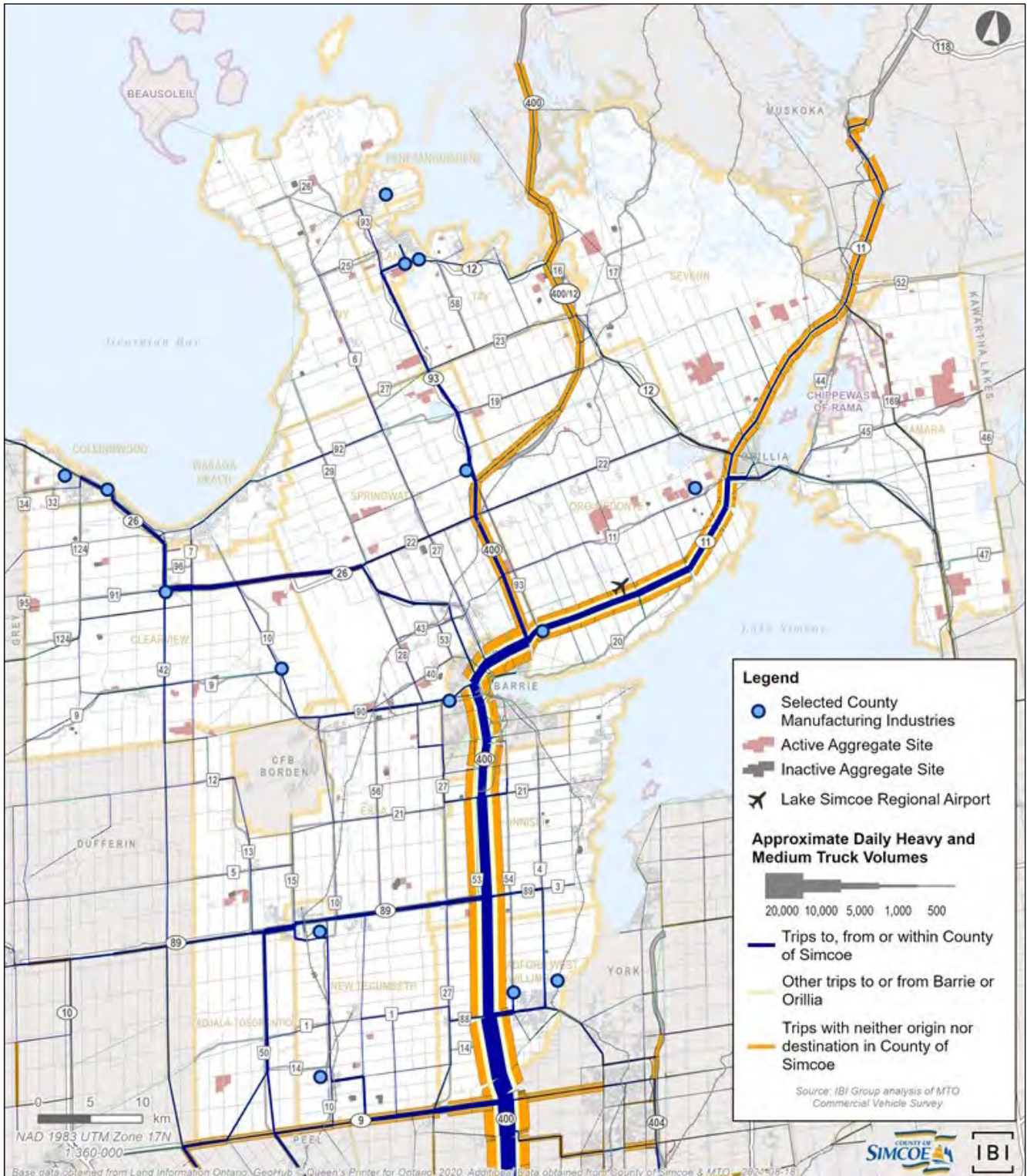
Exhibit 8.23 presents the locations of key goods movement generators, as well as approximate daily medium and heavy truck movements to, from, within and through the County. The provincial highway network, especially the limited-access Highway 400, form the backbone for commercial vehicle movements in the County. County roads, by virtue of their role as arterial connections between communities are also key routes for commercial vehicles as they near their ultimate pick-up and drop-off locations.

Though County roads are generally intended for truck travel, several load restrictions are identified through Schedule 15 of the County's Traffic By-Law (No. 6609). Most are seasonal restrictions relating to road conditions during the spring thaw season, however a number of corridors have full-year load restrictions.

Though a focus of the TMP is on improving multi-modality and implementing more complete streets, the needs of commercial vehicles now and in the future must be considered in this framework. The efficient and reliable movement of goods is an important role of the transportation network, supporting the economic vitality of the County of Simcoe. The movement of trucks require special consideration due to their size, weight and potential safety and environmental impacts.



Exhibit 8.23: Approximate Daily Medium and Heavy Truck Volumes in Simcoe County



Source: IBI Group analysis of MTO 2012 Commercial Vehicle Survey.



## 8.5 Freight Rail

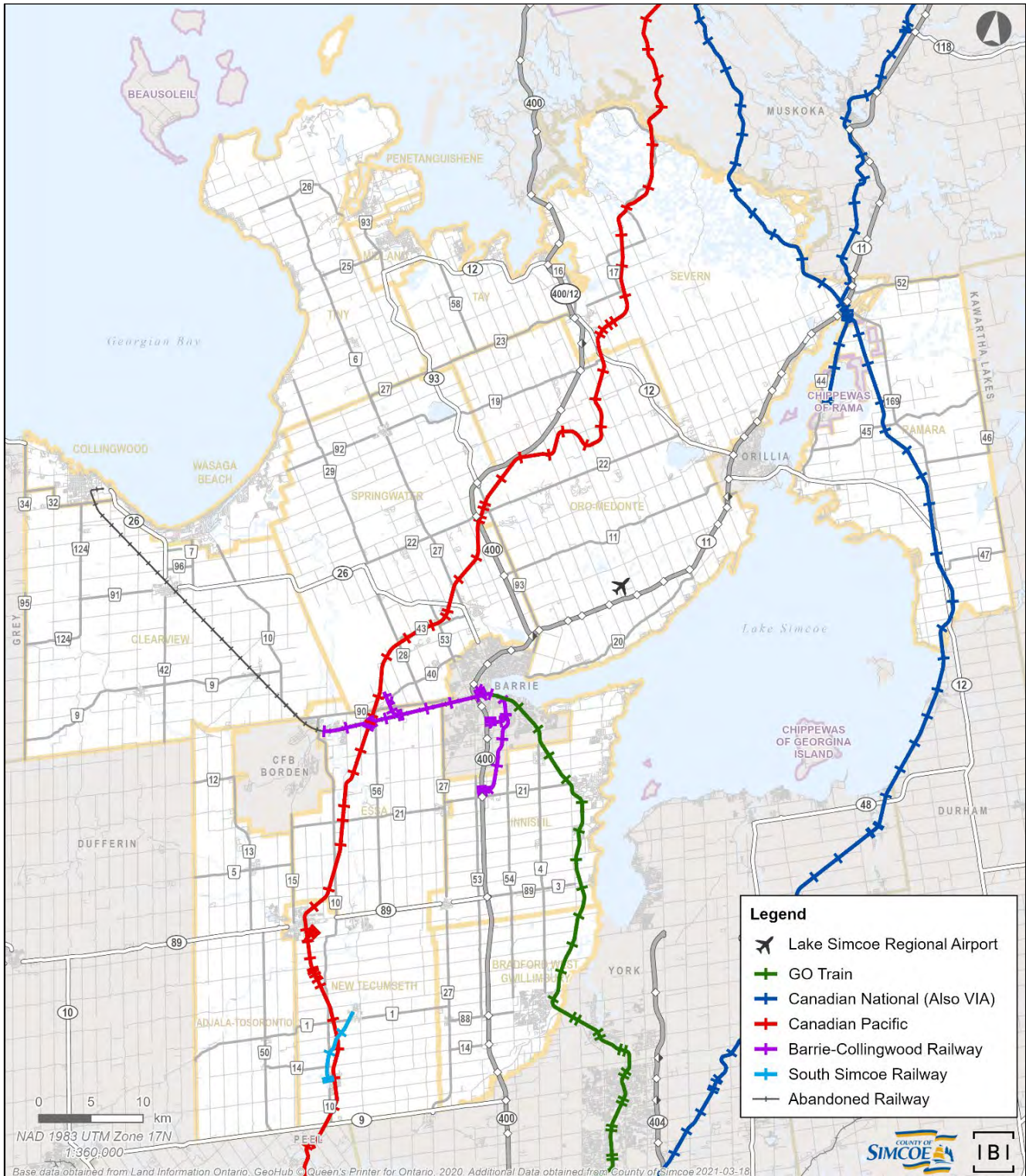
Simcoe County once had an extensive network of railways, but abandonments of service have led to just three freight railways being in service today, as shown on Exhibit 8.24. These are:

- The **Canadian Pacific Railway (CPR) Mactier Subdivision** is the CPR main line between eastern and western Canada which runs north-south through the middle of Simcoe, passing through the communities of Alliston and Coldwater.
- The **Canadian National Railway (CNR) Bala Subdivision** is the CNR main line between eastern and western Canada which runs north-south but is located east of Lake Simcoe and therefore has a relatively small length within the County. At Washago north of Lake Couchiching this line splits with the main line going to the northwest to Sudbury and western Canada and a less used line to North Bay and Northeastern Ontario.
- The **Barrie-Collingwood Railway** which links industrial areas in Barrie to the CPR main line at Utopia. This line is owned by the City of Barrie and operated by a contractor. The line previously linked Collingwood to the CPR but the Town of Collingwood decided to no longer subsidize its operation in 2011 and that portion of the line west of the junction with the CPR was sold to the County of Simcoe.

The CPR and CNR lines are quite busy carrying all types of freight from domestic and international containers to transfers of bulk materials such as crude oil. Both lines are single track with occasional sidings to allow trains in opposite directions to pass. CPR and CNR have introduced the use of very long trains of three kilometres or more. This has led to problems of level crossings being blocked for much longer intervals than previously. Some emergency services have commented that their vehicles could be blocked. There are delays to all vehicles.

For the future it can be anticipated that traffic on these two main lines can be expected to grow as populations and the national economy grow. This would create the need for more and longer passing sidings or for sections of double track.

Exhibit 8.24: Existing Freight Rail Corridors



Accidents and derailments on freight railways can cause damage beyond the rail rights-of-way, either because of physical damage, fire or release of chemicals. Because of this good practise requires setbacks of developments from rail tracks.

There are also two passenger railways in operation: GO Transit's Barrie commuter line which links Allandale (South Barrie) to Toronto, and the South Simcoe Railway, a heritage railway between Tottenham and Beeton. Service on the GO Transit line is being upgraded including double tracking with the ultimate objective of a 30-minute frequency in the peak hours.

## 8.6 Air Travel

There are a number of licensed land and water airports in the County of Simcoe. The most significant of these from the County's perspective is the **Lake Simcoe Regional Airport (LSRA)** located in Oro-Medonte adjacent to Barrie. It is currently jointly owned by the County of Simcoe (90%) and the City of Barrie (10%).

The County has invested in this airport to ensure that air services are available. Currently there are no scheduled services, but the recent initiatives related to the airport include developing the **LSRA Strategic Plan**, which was approved by the shareholders and the Board in 2018. The Airport has been moving forward on developing their strategic advantage as outlined in the Strategic Plan.

One of the first objectives within the LSRA Strategic Plan is the expansion of the present runway to address operational constraints and allow for larger and heavier aircraft to access the Airport.

- The LSRA was successful in receiving a Southwestern Ontario Development Fund (SWODF) grant of \$1.5 million towards phase one of the runway improvement project. Phase one is the widening of the runway from 100 ft. to 150 ft. In the Fall of 2020 part one of this project was completed. The runway widening was completed in late August of 2021.
- Phase 2 of the runway expansion is the eventual extension of the runway from the current length of 6,001 ft. (1,829 m) to 7,000 ft. (2,134 m). LSRA consultants have been working on the long-range plans for the runway extension for several years. The work to date includes drainage and environmental studies.

The County's objectives for the airport include ensuring that key services can continue to function, as well as attracting passenger services in the future.

The other five airports of note in Simcoe County are listed below:

- **Collingwood Airport** was formerly owned by the Town of Collingwood but has been sold to a private company. There have been scheduled services to and from Toronto in the past. It has one paved runway, 1524 m long and one shorter turf runway.
- **Huronia Airport** located in Tiny Township and operated by the Towns of Midland and Penetanguishene and Tiny Township. The single paved runway is 1218 m long.
- **Orillia Rama Regional Airport** in Ramara Township is privately owned. It has one paved runway 914 m long and a shorter turf strip.
- **Springwater Barrie Airpark Airport** located in Springwater Township adjacent to the Barrie city limits. It is privately owned and has one paved runway 640 m long
- **Edenvale Airport** is adjacent to Highway 26 east of Stayner in Clearview Township. It has two paved runways of 1200 m and 919 m in length as well as a turf runway.

Currently there are no scheduled services operating in any of the airports in the County, although in the past there have been scheduled service to the Collingwood Airport and a seasonal service to Lake Simcoe Regional Airport. All of the airports are open to general aviation and private planes.

## 8.7 Marine Travel

Although Simcoe County has a considerable coast line on Georgian Bay and Lake Simcoe, there is only one active commercial port operation in the County, the ADM Milling grain elevator in Midland. This operation typically receives eight to ten laker vessels per year.

In recent years, passenger cruises have begun to operate on the Great Lakes. One of the cruise lines made a stop in Midland before the COVID-19 pandemic caused this operation to pause.

The Christian Island Ferry is operated by the Beausoleil First Nation between Cedar Point in Tiny Township and Christian Island with hourly round trips.



Recreational boating is very active in Simcoe with numerous marinas and private docks located along the Georgian Bay and Lake Simcoe shorelines and along the Trent-Severn Waterway which passes through Lake Simcoe and Lake Couchiching and the Severn River which forms the northern boundary of the County. With increasing population this activity will no doubt increase.

## 8.8 Transportation Demand Management

Travel or Transportation, Demand Management (TDM) is the use of strategies, policies, infrastructure and technologies to optimize the transportation network by influencing and directing travel behaviour. TDM can work to reduce the demand placed on the County's transportation network, leading to reduced congestion.

Targeted TDM programming improves the awareness of mobility options and seeks to remove barriers residents encounter when considering alternative modes of travel. Supportive TDM infrastructure includes bike lanes and carpool lots, among others, helping to improve mobility options, support multi-modality and increase the capacity of the transportation network. High-level TDM modal strategies, and their applicability to the County of Simcoe, are an important consideration for the TMP Update.

The 2014 TMP Update identified the following TDM initiatives recommended for implementation by the County:

- **Ridesharing / Carpooling:** Creating a network of commuters who share similar travel patterns and can, therefore, increase the number of non-SOV passenger vehicle trips.
- **Teleworking:** Employers who allow their employees to work at home help to reduce traffic congestion by removing vehicular trips that would otherwise be made, many of which would be made during peak hours.
- **Carsharing:** Providing a fleet of vehicles at a place of employment so that employees who travel to work by alternative modes can still drive on an as-needed basis.
- **Flex Time:** Allowing employees the flexibility to choose their work hours helps to decrease peak hour trips by shifting these trips to off-peak times. Post-pandemic work patterns may contribute toward adopting this previously-identified initiative.

- **Parking:** Instituting, or increasing, paid parking rates at places of employment and attractions can either help to deter vehicular trips in favour of alternative modes or can also help to create more high-occupancy vehicle (HOV) trips.
- **Programming to Influence Behaviour Change:** Implementing programs that encourage the use of alternative travel modes, often times coupled with financial incentives or prizes for participation.
- **Active Transportation Improvements:** In addition to infrastructure improvements such as bike lanes and multi-use paths, and similar to automobile use strategies, AT improvements also typically include special events and incentives to discourage private automobile use in favour of modes such as walking, cycling or in-line skating.
- **Public Transit Improvements:** Improving transit infrastructure and services increases the likelihood of commuters using this travel mode for both work and leisure trips.

As the County continues to grow, targeted TDM strategies will become increasingly important. TDM initiatives and programs are important to optimizing the existing transportation network and addressing the travel needs of County residents. TDM initiatives can also replace or delay more expensive capital projects such as corridor widening. For example, ridesharing programs will be an important strategy developed during the study, supported by investments in County and MTO carpool lots.

## 9 Needs and Opportunities

This section builds on each of the previous sections to extrapolate the high-level needs and issues that have been identified through the policy review, engagement process, travel and demographic trend analysis and an evaluation of the existing transportation system in the County. This section represents the key takeaways from the research and analysis conducted to date, together with engagement inputs, and forms the foundation for the problems that the Transportation Master Plan Update endeavors to solve.

This section is organized around several problem statements aimed at highlighting these high-level needs, largely structured around the three major modes of travel within the TMP's purview – roads, transit and active transportation. Within these larger issues that the TMP will address, more specific needs are summarized, where appropriate. The County of Simcoe, as a geographically large and diverse area, has complex transportation needs and issues that a long-term plan like the TMP Update must consider. Many of these issues and needs are inter-related and may overlap one another.

To respond to these needs and issues, and with consideration for the study's strategic framework (i.e. Vision, Goals and Guiding Principles), preliminary opportunities have been identified. These take the form of preliminary project recommendations, key policy directions and additional tasks that will require further analysis as part of a later phase of TMP Update. Each of these opportunities will be further refined into actionable recommendations through ensuing phases of the study.

This section, broadly, represents the "Problem or Opportunity Statement" as required by the Municipal Class Environmental Assessment Master Plan process.

### 9.1 Adapting the County's Road Network

Moving forward, the County's road network will need to adopt more of a multi-modal focus. While moving private vehicles will remain a primary concern, the road network will need to adapt in two key ways.

First, alternative travel modes will need to be better integrated into network planning, design and construction. Certain County roads are going to become important transit and cycling connections between the County's settlement areas.

At the same time, these roads need to be able to carry out their primary function, which is to efficiently move goods and people within the County.

With the County growing rapidly and, in some ways, unevenly, the road network will need to respond with modifications that allow for smooth growth, while at the same time, not undermining investments in alternative travel modes (i.e. inducing more demand for single occupancy vehicle travel).

Additionally, the County's road network functions in conjunction with the provincial highway road network, and there are numerous planned provincial road projects that will impact the way people move within and through the County. These include projects such as the planned 400-404 Link (Bradford Bypass), 400-series highway capacity improvements and potential extensions, provincial highway capacity improvements and/or bypasses.

Key needs and issues that have been identified include the following:

- **A need to adopt a Complete Streets approach**, which explicitly considers the needs of transit riders, cyclists, agricultural equipment and goods movement when making road planning and design decisions;
- **A need to respond to growth pressures in southern Simcoe**, where Innisfil and Bradford West Gwillimbury, most notably, are forecasting rapid population growth;
- **A need to adapt to growing seasonal traffic**, particularly along the shorelines and in northern Simcoe;
- **A need to respond to changes in the provincial highway and road network** including the planned 400-404 Link (Bradford Bypass) and Highway 400 capacity improvements;
- **A need to react to this growth with increased connectivity to the Greater Toronto Area**, as southern Simcoe is rapidly becoming a more integrated part of the Toronto (and area) commuter shed;
- **A need to address existing capacity concerns** through localized operational modifications or capacity improvements;
- **A need to consider potential bypasses** of other growing settlement areas such as Collingwood and Cookstown; and
- **A need to review road jurisdiction** and apply a road rationalization framework as the County changes over time.



Additional details on the road network and its needs and issues, including specific corridors where known issues are present, can be found in Section 8.1. It is also noted that as this is a multi-modal study, while road network needs are noted, solutions may not necessarily be roads-based. Travel demand management measures, enhanced transit service or other interventions may be preferred to capacity improvements (e.g. widening) along certain corridors. This is further examined in Phase II of the study, where alternative strategies are explored and network recommendations are developed.

### **Opportunities:**

The following opportunities have been identified as potential responses to the County's road network needs and issues:

- **Capacity Improvements:** Where significant constraints are identified under existing conditions or future traffic demand forecasts (to be detailed in Phase II), road widening or operational improvements may be necessary.
- **Intersection Modifications:** Where constraints can be mitigated through operational changes (e.g. adding turning lanes, changing signal timing and installation of roundabouts), measures to address these should be considered.
- **Safety Improvements:** Safety has been a growing concern for all road users in the County. Collision data reveals concerns along a number of corridors, bolstered by input from public and stakeholders. High-collision corridors should have mitigating measures identified and implemented.
- **Goods Movement:** As the movement of goods and commercial vehicles are so important to the County's economy, consideration should be given to identifying key goods movement corridors. Though all County roads are expected to handle truck traffic, there may be merit in identifying the most important routes and upgrading as necessary.
- **Road Rationalization and Classification:** A regular review of the processes determining road rationalization and classification should be undertaken, as well as any updates deemed appropriate.
- **Complete Streets Implementation:** As a means of improving multi-modal capacity on corridors identified as cycling routes (to be updated as part of this study), the County should take advantage of regular

rehabilitation or reconstruction projects to include the provision of paved shoulders, buffered paved shoulders or separated trails within the road right-of-way, depending on prevailing speeds and traffic volumes.

Specific locations that apply to the any of the overarching opportunities above will be further identified in Phase II. Section 8.1 presents additional detail on these topics as well.

## 9.2 Growing Transit Connections and Coverage

The role of transit has been growing in Simcoe County since the last Transportation Master Plan. This is especially true since the launch of the County's LINX transit system in 2018 and its expansion to six routes through August 2021. LINX connects the County's lower-tier municipalities and their own transit systems within. In the last decade, increasing growth, higher population and employment densities, a renewed focus on sustainable transportation and better integration into the GTA's regional transit networks have emphasized the need for improved County-wide and local transit.

Key issues identified include:

- A need for improved connectivity and coordination between LINX and its lower-tier systems, better connections by co-locating terminals and improving scheduling and connections between LINX and GO Transit;
- A desire to integrate or simplify fares or use common fare media across the various systems across the County;
- A need for improved accessibility, such as accessible bus stops for traditional fixed route transit and expanded specialized transit;
- A need for stable funding with revenues and demand fluctuating during the pandemic and the reliance on governmental transfers (e.g. the gas tax);
- A need to expand hours and days of service to better reflect real-world work schedules and travel demand; and
- A need to improve the user experience, particularly with trip planning and web-based travel information.

A detailed review of the County's transit needs and analysis are provided in Section 8.2.

## Opportunities:

The following opportunities were identified to address the needs summarized above. These opportunities will be further developed into recommendations through later phases of the study.

### Support local transit:

- **Improve connections to local transit:** Connect well to County and regional level service, both with schedules and stops. Publicize the option to connect to other agencies.
- **Improve local access:** Serve the local population well, either through conventional, specialized, or on-demand transit.
- **Improve stop amenities:** Use accessibility and equity lenses throughout to ensure access for everyone who uses transit.

### Grow County transit:

- **Improve connections to GO transit:** Act as a connector both within the County and to agencies that go beyond Simcoe yet offer connections to local agencies.
- **Improve accessibility through equipment and stop amenities:** Use accessibility and equity lenses throughout to ensure access for everyone who uses transit. Listen to customers with unique experiences and backgrounds.
- Enhance service including route penetration and service hours / days

### Integrating County needs into regional plans:

- **Terminal Co-location:** Build connections under one roof from agency to agency to serve complete trips.
- **Market Across Agencies:** Publicize inter-agency connection opportunities to create complete trips.
- **Plan for Regional Growth:** Work together across agencies to allow new and mature places to be connected to the transit they need.

### For integration between transit levels and different modes:

- **Marketing to target markets:** schools, campuses, major employers within service markets, and target demographics

- **Improve transfers:** Deliver easier journeys for customers by offering transfer opportunities with fares and schedules.

### 9.3 Elevating the Role of Active Transportation

Historically, the role of active transportation on County roads has been strongest as it relates to recreational travel among touring cyclists and regional trail users. As a response to growing demand for safe, dedicated cycling routes, a key objective of the Transportation Master Plan Update is to develop a more attractive cycling network between the communities in the County. Improved recreational cycling is a by-product of a safe and connected utilitarian active transportation network, which, in turn, can help support and grow tourism and other economic development objectives across the County.

Broadly, the County's active transportation needs and issues are as follows:

- A need for safer, dedicated connections along higher-volume County roads between urban settlement areas;
- A need for better connectivity to the off-road trail network;
- A co-ordinated approach to building active transportation infrastructure, bundling AT infrastructure with other capital projects necessitating road rehabilitation or re-construction; and
- A continuation and strengthening of a complete streets approach where active transportation facilities are routinely considered throughout the road planning and design process.

Additional detail regarding the active transportation network, along with associated issues and needs, can be found in Section 8.3.

#### Opportunities

The following opportunities were identified to address the County's active transportation needs:

- **Develop a Prioritization Framework:** The establishment of a framework to prioritize the implementation of cycling routes and infrastructure will ensure a cohesive, connected expansion of the cycling network over the planning horizon. The framework would consider, among other criteria, primary connections, key tourism routes and data-based analysis (e.g. Strava).



- **Establish Major Trail “Spines”:** The formation of a primary network of “spine” routes comprised of existing trails and on-road connections to form the backbone of the cycling network.
- **Connecting Hamlets and Settlement Areas:** A “hub and spoke” system can be implemented to connect urban “hubs” and rural hamlets (focused on 5 kilometer cyclable distances), which make up the “spokes”. This system allows those living in rural communities to easily access destinations in the urban areas closest to them.
- **Expand Major Cycling Tourism Routes:** Connectivity along major tourism routes will improve usability and encourage further demand. Improving connections along segments that are part of major cycling tourism routes but also serve a transportation function of connecting people to destinations should be given consideration as priority projects.

## 9.4 Developing a Framework of Supporting Strategies and Policies

Transportation network improvements are only part of the transportation system. To be effective and to work towards the goals of the County and the TMP, infrastructure investments must be supported by the right suite of policies and strategies.

Broadly, strategies and policies are needed relating to the following:

- A need to maximize the County’s investment in the Lake Simcoe Regional Airport;
- A need to update internal guidelines and processes to reflect current thinking and best practices in transportation planning;
- A need to review and plan for new and emerging technologies that will change the transportation landscape in the coming years and decades; and
- A need to develop strategies that maximize the use and efficiency of existing infrastructure.

### **Opportunities:**

The following opportunities have been identified to develop policies and strategies that support the County’s investment in transportation infrastructure:

- **Safety Strategy:** A review of existing practices relating to road safety should be reviewed and updated to reflect emerging best practices. Safety should be tracked and reported on regularly. Safety considerations should be integrated into the standard road planning and design processes.
- **Automated Vehicles:** The emergence of connected and autonomous vehicles and other transformative technologies will have a major impact on transportation. The County should remain up-to-date on the latest best practices in the field and develop responses, where necessary, to protect the interest of the County and its residents and stakeholders.
- **Road Design Guidelines:** Typical cross-sections should continue to reflect a complete streets approach that include elements such as paved shoulders, buffered paved shoulders, separated trails within the right-of-way, pedestrian/cyclist-level lighting, transit considerations (e.g. stops, laybys, queue jump lanes, etc.), reviewing and revising these guidelines as needed.
- **Travel Demand Management:** Travel or transportation demand management (TDM) is a suite of strategies aimed at reducing single-occupancy vehicle trips, especially during peak periods. The County should identify opportunities to implement TDM strategies including, but not limited to, carpool lots, carpool matching programs, awareness programs and travel information.

## 10 Summary and Next Steps

### 10.1 Phase I Summary

The first phase of the County of Simcoe Transportation Master Plan Update consisted of the following:

- A review of the existing policy and planning context in the County, its local municipalities, adjacent jurisdictions and upper levels of government;
- The development of the TMP Update strategic directions, comprising of the Vision, Goals and Guiding Principles that will shape the outcomes of the study;
- An overview of engagement activities completed to date, including key takeaways;
- An analysis of how residents and goods move within and through the County today;
- A review of trends affecting transportation and how these trends impact the preparation of the TMP Update;
- An inventory of existing transportation networks and an evaluation of existing performance;
- A summary of the needs and issues identified through the culmination of the work conducted in the preceding chapters; and
- Preliminary opportunities that attempt to address the needs and issues identified.

The County of Simcoe, owing to its diverse geography and land use contexts, has complex transportation needs and issues that the TMP must address. The County is expected to grow significantly over the coming decades and the transportation system will need to respond to this growth by providing additional person-capacity through its road network, transit system and active transportation facilities.

Broadly, the County of Simcoe needs to adapt its road network to accommodate growth and to integrate other modes of travel, the County needs to continue to grow its transit system to better meet the needs of existing riders and make transit a more viable option for travellers, the County needs to commit to elevating the role

of active transportation to connect communities, settlements and hamlets together and the County needs a robust framework of supporting strategies and policies that will help maximize the investments that need to be made into its transportation infrastructure.

## 10.2 Next Steps

The next stage in the Transportation Master Plan Update study, Phase II, continues to build on the needs and opportunities identified within this report. To transform the issues identified herein to actionable recommendations, the following steps will be taken:

- Further develop travel demand forecasting through the development of the travel demand model, helping to inform where future road network capacity constraints may develop;
- Compile a list of potential transportation improvements, including road projects, active transportation infrastructure and transit improvements;
- Update the Multiple Account Evaluation framework from the 2014 TMP Update and apply it to identify preferred projects;
- Develop and assess alternative planning solutions, each representing different, viable approaches to addressing the needs and issues identified in this document; and
- Identify the preferred solution and finalize the network recommendations.

Following the steps outlined above, strategies and policies will be devised to support the infrastructure recommendations. This comprises Phase III of the study.

Subsequently, Phase IV represents the finalization of recommendations, the development of an implementation plan and the preparation of the final TMP Update report.



# Appendix A: 2016 Origin-Destination Matrix

PHASE I: NEEDS AND OPPORTUNITIES

County of Simcoe Transportation Master Plan Update

*This page left blank for double-sided printing*